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*Dr. Francis H. Brown*





HOUSE.....

.....No. 30.

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# FIRST ANNUAL REPORT

OF THE

*Commissioners of Prisons.*

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JANUARY, 1872.

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## REPORT OF THE COMMISSIONERS.

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*To the Honorable Senate and House of Representatives assembled.*

The Commissioners of Prisons submit the following Report.

The Board of Prison Commissioners was organized October 4th, 1870. It consisted then of Hon. ESTES HOWE, of Cambridge, Chairman; Rev. DANIEL P. NOYES, of Brookline, JOSEPH STORY, Esq., of Boston, and JOSHUA COIT, of Brookfield, Secretary.

Early in December Mr. Story resigned; H. G. Herrick, Esq., of Lawrence, was appointed in his place, but he did not qualify till April 17th, 1871. On the first Wednesday of July 1871, the term of office of Mr. Howe expired. He declined to be reappointed for the reason that he could not spare the time necessary for the proper discharge of the duties of the position, and John W. Candler Esq., of Brookline, was appointed in his place. On the 23d, of July Mr. Candler was chosen Chairman of the Board. No other changes have occurred, and the Board now consists of JOHN W. CANDLER, Chairman; Rev. D. P. NOYES, H. G. HERRICK, and JOSHUA COIT, Secretary.

In the Advisory Board there has been no change. It is composed of Miss H. B. CHICKERING, of Dedham, Mrs. H. F. DURANT, of Boston, and Mrs. N. A. LEONARD, of Springfield.

The doings of the Board during the year have been mainly the inspection of the prisons and the prison systems, the endeavor to establish at Greenfield a separate prison for women, and the preparation of plans called for by chapter 66 of the Resolves of 1871.



The first duty resting upon the Commissioners was evidently to ascertain, so far as possible, the exact state of things in our prisons, in order to the showing in this Report the actual condition of the jails and houses of correction in all the counties of the State, and as well, in order to the classifying, as far as practicable, all prisoners held under sentence. It appeared at once that the first effort at classification should be that having reference to sex, and so the endeavor was made to establish at Greenfield a separate prison for women. By Resolve, chapter 66, 1871, the subject of establishing State prisons for women, was referred to this Commission for report to the next legislature.

## EXPENSES.

The expenses of the Commission for the year 1871

have been . . . . .	\$2,778 65
Salary of Secretary, . . . . .	2,000 00
Travelling expenses of Secretary, . . . . .	442 99
Travelling expenses of other members of Commission and of Advisory Board, . . . . .	288 67
Stationery and books, . . . . .	31 89
Postage and telegraphing, . . . . .	15 10
	<hr/>
	\$2,778 65

Under the Act, chapter 348 of 1871, authorizing, for alterations of the jail at Greenfield, and other expenses incident to the use of said jail for female convicts, an expenditure not exceeding two thousand dollars, the Commission have approved an expense of \$598.66.

The expenses for 1870 were . . . . .	\$798 26
Salary of Secretary, . . . . .	\$483 87
Travelling expenses of Secretary, . . . . .	170 06
Travelling of other members of Board, . . . . .	102 89
Printing, postage and telegrams, . . . . .	41 44
	<hr/>
	\$798 26

## SEPARATE PRISON FOR WOMEN AT GREENFIELD.

The Commission, instructed by the second section of the Act for their appointment, to classify as far as practicable all

prisoners held under sentence, \* \* \* in such a manner as to promote \* \* \* the separation of male and female prisoners, made an earnest and patient effort to reach this end. They began in the western part of the State, because it seemed practicable to do something there. At Greenfield was a prison with but very few prisoners. There was frequently no convict in the house of correction, and no prisoner in the jail except a United States prisoner who occupied the chapel.

The higher courts had ceased to sentence convicts there, for the reasons that no work was provided, and that the prison was considered not safe for men.

There had been during the year ending October 1, 1870, 43 persons confined in the prison, 17 jail and 26 house of correction. The average number confined was 3.8, in jail and 4 in house of correction, and there are in the prison 32 cells. It was considered a good building though it proves to be very inconveniently arranged. It has good-sized cells,  $4\frac{1}{2}$  feet by 8 on the floor, and  $8\frac{1}{2}$  feet high.

It was determined then to make at Greenfield a separate prison for the women convicts of the western counties, and upon the 29th of December 1870, six women were removed from the Springfield house of correction, and one from Springfield jail to Greenfield. By subsequent removals and by direct sentences, there were twenty-two other women sent to this prison during the next seven months.

The reasons for the complete separation of convict women from convict men will be stated more at length in that part of this Report which treats this subject directly, but that this account of the experiment at Greenfield may be fully understood they should be briefly stated here.

In our county prisons, as a general rule, the poorest and most unfavorable quarters are assigned to women.

By separating the women from the men, both are benefited, in that when in the same building each is eager to communicate with the others; their minds are set upon it. With all the separation that now exists and that seems so complete, not only do old associates manage to communicate, but new acquaintanceships are made. Entire separation would be a great gain in this respect.

The present system does not tend to the reformation of men

or women. A prime necessity for attempting the reformation of the women is separation; the women at present are often under sole charge of men, day and night. In a prison for women, women would have the immediate charge of women.

There is now no provision for secular instruction.

The labor of women under the present system amounts to little, and the women are not trained to any useful trade or employment. Women now of different ages and crimes, old and young, drunkards, thieves and murderers, are treated alike, precisely alike.

The endeavor at Greenfield was to change these things so far as possible for the better. It is evident that success in such an attempt must depend largely upon the action of the local authorities,—the county commissioners, overseers, sheriff and jailer.

The county commissioners were seen and consulted with. They assented to the importance of the end sought for, but doubted the possibility of success, and deprecated any expense on the part of Franklin County. As guardians of the public funds they looked at the matter largely from a financial point of view, holding very justly, that if the State chose to try an experiment in Franklin County the State should pay the bills. However, they fixed a salary for the matron and furnished a room for her use, but demurred to any expense in altering the prison.

The overseers were more disposed to assist. They provided work for the women for a portion of the time,—the braiding of whip-lashes; they procured preaching on Sundays; they became somewhat interested in the experiment.

The sheriff, who is also the jailer and keeper, objected throughout. He prophesied failure and did nothing to endanger the success of his prediction.

The matron, Miss E. McNeil, did what she could for the women; she had the control and management of them. She instructed them in the braiding of whip-lashes, in reading and writing, and had religious service daily. Of the twenty-nine women under her charge, six learned to read, three to write and one to sew. She obtained and maintained a good influence over them and had no difficulty in controlling them.

The necessity for alterations in the prison building became apparent at once.

The county of Franklin had no desire to change its jail; and so, after a hearing before its prison committee, the last legislature passed a Resolve authorizing an expenditure, not to exceed \$2,000, for the purpose of alteration, and also to meet other expenses incident to the use of said jail for female convicts. Under this appropriation some alterations were made and others planned, but the Commission finding on the first of August seven men and boys in the jail whom they could not move, and there appearing to be a larger use of the prison for male prisoners than the statistics of recent years had warranted them in expecting, felt compelled to abandon the attempt to make at Greenfield a separate prison for women; so on the third of August, at a regular meeting of the Commission, it was voted to abandon the effort to make of Greenfield prison a separate prison for women.

It should be remembered that some of those most interested in this whole movement said from the first that it was useless to try to do anything for women with the existing prisons; that there must be a new prison in the hands of persons who sympathize with and have faith in the attempt to combine systematically reformation with punishment. But others said no; there are prisons enough already; use what exist; by removals, classify and separate. So said the legislature of 1870. And so the attempt was made. The question next arose, what else can be done? And it was thought that the women might be assembled in certain of the prisons where the most satisfactory arrangements could be had, where there were matrons and good work-rooms and cells. This, however unsatisfactory, seemed to be all that could be done under existing circumstances; so, for the western counties, Worcester was selected. The women's cells in this prison are good, and the work-room spacious and airy; and for the eastern counties, South Boston, East Cambridge, New Bedford and Ipswich were selected. And it has been the endeavor of the Commission to assemble the women convicts in these five prisons. The advantages of this plan are that the women are under matrons and have regular work.

In view of the reference to this Commission of the plan of

building one or more prisons for women by the State, to report upon to the legislature, it was not thought wise to expend more money at Greenfield. The experiment there seems to have shown that no one of our county prisons can well be used for a separate prison for women; that among the women in our jails and houses of correction, there are those willing to be taught and capable of learning to read and write and sew.

There was noticeable in Springfield, after the removals to Greenfield; a somewhat singular diminution in the number of commitments of women to the house of correction. During the three months before these removals there were thirty commitments; during the three months after, there were but thirteen; whereas the year before, during the months corresponding to the three before, there were thirty commitments, and during the months corresponding to the three after, there were twenty commitments. Another noteworthy fact, is that at the time of removal, the contractor for the labor in the Springfield House of Correction remarked, by way of complaint, that the labor of one of these women was worth to him nine dollars a week. He was paying for her labor eight dollars and thirty cents for three months—about sixty-four cents a week.

#### BOSTON JAIL (SUFFOLK COUNTY).

Sheriff J. M. CLARK, *Keeper*.

This is the largest jail in the State, having two hundred and forty cells, each 8 by 11 feet on the floor, and eleven feet high. It is generally full, and often crowded. From one hundred to one hundred and twenty prisoners come and go in a week, which is about half of the number confined all the while—and half of them are confined for drunkenness; some few are detained as witnesses, and there are always a few poor debtors.

There is no work done by the prisoners, except the work of the prison itself, and there is no secular instruction. There is no chapel service, because of the danger of having so many persons at liberty at the same time, with so few to guard them. The impossibility of providing officers for such service is not apparent. But there is a chaplain who is kind and faithful, and spends his time in and about the jail, doing what he can for the good of the prisoners, doing much by way of preventing young persons from becoming prisoners by giving bonds for their good

behavior. It is a question—when we consider that much of the chaplain's time through the week is taken up with this work, attending court and caring for outsiders—whether there ought not to be more done by way of religious and secular instruction. Here are, say two hundred persons, each in his or her cell, all day long, with nothing to do but read. Suppose they cannot read? All that makes it a question is, that most of the sentences are short.

This prison is well kept, is clean always and under good discipline. The prison is well ventilated, owing mainly to the large air-space of the corridors, which are ample, and to the great windows which are numerous, letting in sweet sunlight and air.

The jail is at times so crowded that two persons are confined in one cell, which is so undesirable as to be forbidden by statute law, except the crowded state of the jail or house of correction requires it.

#### SOUTH BOSTON HOUSE OF CORRECTION (SUFFOLK COUNTY).

C. H. DAVIS, *Master*.

This is the largest house of correction in the State, having four hundred and eighty cells of various sizes, all small, more than half but three and one-half by seven feet on the floor, and seven feet high. The chapel, which was a fine one, and the women's workshop were burned down last February, and pending the complicated and much-vexed questions of a new insane asylum, and removal of the house of correction from South Boston, nothing has been done either for a new chapel or women's workshop. There have been since the fire fewer women sent to the house of correction and more to the house of industry, so that instead of about a hundred women convicts there have been but about fifty, and for this number work room has been obtained in the older parts of the institution.

There have been during the year from three hundred and twenty to three hundred and fifty men and boys in the prison at a time. After the fire there was divine service in the yard every Sunday till the weather prevented; since then there has not been, and cannot well be, any public service. The chaplain goes about from cell to cell, talking with from fifteen to twenty each Sunday.

There is no secular instruction, but "all the prisoners are furnished with prayer books and library books when desired and their conduct merits it."

The labor of the men in this prison is let by contract. There are two contracts; one on shoes, the other on brushes—price, eighty cents a day. The labor of the women is applied to sewing work taken in from stores in Boston. Some men also tend sewing machines. This work earns from seventy to seventy-five cents a day per hand employed.

This prison is under thorough discipline, and is the only one of our county prisons that pays expenses. It has, in its larger number of prisoners, and its longer average sentence, and in its locality, advantages over the others in this matter; yet it ought not to stand alone.

There are but few drunkards confined in this prison. The crimes represented are largely larceny, assaults and burglary.

In March, Captain Charles Robbins, who had been master of the house of correction for more than thirty-seven years, died. Mr. Davis, who had been deputy-master, was appointed to take his place.

#### EAST CAMBRIDGE JAIL AND HOUSE OF CORRECTION.

CHARLES J. ADAMS, *Keeper and Master.*

This institution consists of several buildings, having been enlarged and added to from time to time. Now a new jail is to be built, which is much needed. Plans are prepared, and it is understood that in the spring the work will be begun. There are now in the different buildings 273 cells for men— $3\frac{1}{2}$  by 7 feet on the floor, and 7 feet high; some of them  $4\frac{1}{2}$  by 7 feet on the floor, 7 feet high; and 80 for women,—these in a separate building. Divine service is held every Sunday morning, and after it a Sunday school. The chaplain also goes about among the prisoners during the week. There is no secular instruction. There is a prison library. The work of the prisoners is used for the county in brush-making. The prisoners also make their own clothes and shoes. The discipline of the prison is good, and the prison is well managed and kept.

## DEDHAM JAIL AND HOUSE OF CORRECTION (NORFOLK COUNTY).

Sheriff J. W. THOMAS, *Keeper and Master.*

This is a well constructed prison, having 108 cells. Of these, 72 are for men, and are each 8 feet by 8 on the floor, and 7 feet high; and 36 are 4 feet by  $7\frac{1}{2}$  on the floor and 7 feet high; and these are for women.

The central guard-room, which is 60 by 60 feet, is used for a chapel on Sundays. Divine service is held, and afterward a Bible class. There is no secular instruction. There is a prison library.

The labor of the house of correction is let by contract at twenty cents a day per man,—the work, making women's shoes.

There is a lack of thorough system in the management of this prison.

## EDGARTOWN JAIL (DUKES COUNTY).

This is a small building, twenty by twelve feet, and two stories high, with four rooms; separated by a corridor from the keeper's house. The rooms are seldom occupied, and ought never to be except as a place of detention for a short period.

During the year Mr. Keniston, the keeper, died, and ——— was appointed in his place.

## GREENFIELD JAIL AND HOUSE OF CORRECTION.

Sheriff S. C. WELLS, *Keeper and Master.*

This building is somewhat thoroughly discussed in another part of this Report.

The small number of prisoners here has prevented the county commissioners from furnishing work; and this, and the weakness of the prison, have deterred the higher courts from sentencing convicts here. Yet there are persons in house of correction sentenced by trial justices, in the jail awaiting trial. The Commission found in August seven men and boys here; among them a man accused of, and afterward convicted of, manslaughter; two boys, eighteen and nineteen years old, accused of horse stealing. The seven during the day lounged about the corridor, talking freely together.

The county commissioners now contemplate furnishing work of some sort to the inmates of this prison. There is no secular instruction.



## FITCHBURG JAIL AND HOUSE OF CORRECTION (WORCESTER Co.).

Col. EDWARD UPTON, *Keeper and Master.*

This is one of the most recently built of the prisons of the State, and is well adapted to its purpose. It has eighty-one cells, that are each six by eight feet on the floor and eight feet high. This prison is, generally full, sometimes crowded. The labor provided is cane-seating chairs, which is done for the county and not by contract. The prisoners are also employed in working the land, some forty acres, connected with the prison. There is preaching in the chapel every Sunday afternoon, and there is a library belonging to the prison. No secular instruction is given. The prison is well managed and kept.

The practice in this county has been for years to transfer freely from Worcester House of Correction to Fitchburg, and men of long sentences have generally been sent. One result of this is that fewer drunkards than generally in our prisons are found at Fitchburg, and more of those convicted for more serious crimes.

## IPSWICH HOUSE OF CORRECTION (ESSEX COUNTY).

Y. G. HURD, M. D., *Master.*

This is one of the oldest prisons, and poor in respect to ventilation and size of cells. There are 130 cells,—85 on the men's side, and 45 on the women's side. The cells are but  $3\frac{1}{2}$  by 7 feet on the floor, and 7 feet high. That men and women may not converse freely, the ventilators in the cells are stopped. With the best that can be done by way of ventilating the air-space around the cells, the air is bad. The dark cells are unusually and excessively deprived of possibilities of ventilation.

With this poor building the best is done that can be. It is kept very clean.

This house of correction is well managed and kept. Divine service is held every Sunday morning, with Sunday school immediately after it. There is a prison library recently established. No organized secular instruction. "Boys and men who have long sentences are encouraged by the officers to study, and receive all the assistance we can give. Many have learned to read and write who came here wholly ignorant. A few have learned arithmetic." To quote further from reply to a circular

letter of inquiry received in September: "We have a prison library of 300 volumes, which is well patronized by the prisoners, and is valuable not only for the information they inevitably receive, and the habits of reading it helps to form, but as an auxiliary to prison discipline." Work is by contract on children's shoes, at 28 cents a day. Prisoners also work the land connected with the prison, raising vegetables; supplying not only the prison but also the insane asylum of the county, of which the master of the house of correction is superintendent, and which adjoins the prison. The two are carried on in some respects as branches of one establishment.

LAWRENCE JAIL AND HOUSE OF CORRECTION (ESSEX COUNTY).

Sheriff H. G. HERRICK, *Keeper and Master*.

This is a modern building, built after the general plan of the jail in Boston. It has 60 cells, 8 feet by 8 on the floor, 10 feet high. The average number confined here during the year ending September 30, 1871, was 105.6. Of course in many instances two were confined in a cell.

Labor of the prison is let by contract at the rate of 20½ cents a day. The work is on boots and children's shoes.

A chaplain is employed; divine service held every Sunday, and Sunday school. The prison is well managed and kept. There is no secular instruction.

LOWELL JAIL (MIDDLESEX COUNTY).

Sheriff CHARLES KIMBALL, *Keeper*.

This is a magnificent structure, costly and imposing. It has 69 cells,—54 for men, each 6 by 10 feet on the floor, and 12 feet high; fifteen for women, each 10 by 10 feet on the floor, and 12 feet high. The plan and practice is to have two women in a cell. There is no workshop or gathering place for women or men. The women do the jail sewing in their cells, and the washing of the jail in the wash-room. Men do the kitchen work. There is no chapel, but the chaplain holds divine service in the guard-room every Sunday morning. There is no Sunday school, and no secular instruction. There are from thirty to fifty prisoners. Average for the year 44.71. The most of them do absolutely nothing all day long. If one exclaims at this enforced idleness, the reply is, "You cannot com-

pel jail prisoners to work." Very well,—or rather not very well,—but very true; yet you may instruct them. What do they think about? Why not teach them something? As an illustration of the present system look at this case: There was on December 26, 1871, in this jail a boy 17 years old, who had been convicted of the crime of vagrancy, and was serving out a sentence of four months. He was committed October 30. His crime is that he is idle. His sentence, that he shall be sheltered, fed and warmed at the county's expense for the four coldest months of the year, and during that time shall not do a stroke of work for the county or for himself. A very large proportion of the commitments to this jail are for drunkenness.

#### NANTUCKET JAIL AND HOUSE OF CORRECTION (NANTUCKET Co.).

ROLAND FOLGER, *Keeper and Master.*

This is a long log or block house built of wood, two stories high, with eight rooms, each 15 feet by 11. It looks like a barn, and one end of it is used for a hen-house. It should be used only for a town lock-up. It has occasionally a prisoner.

#### NEW BEDFORD JAIL AND HOUSE OF CORRECTION (BRISTOL Co.).

CHARLES D. BURT, *Keeper and Master.*

This institution comprises a number of buildings, old and new,—an old prison with 36 cells,  $4\frac{1}{2}$  feet by 7 in the floor, and 7 feet high; a new prison with 71 cells, 4 by  $7\frac{1}{2}$  feet in floor, and  $6\frac{3}{4}$  high; and a woman's prison with 40 cells, 4 by 7 by 7. A jail with 14 rooms; 7 rooms for sleeping about 7 feet square, and 7 rooms for day use twice as large.

The jail is bad, as are all jails that put two or more persons together in a room all day, with nothing to do. The old prison and the new prison have cells that are too small. Divine service is held every Sunday morning. There is nothing done in the way of secular instruction. There is a prison library.

The labor of the prison is used for the county in the making of baskets and shoes.

This prison is well managed and kept.

By mutual arrangement this house of correction has for some years served the adjoining counties of Dukes and Barnstable and Nantucket, and this Commission has sent convicts here from the Plymouth House of Correction.

## NEWBURYPORT JAIL (ESSEX COUNTY).

JAMES W. CHENEY, *Keeper*.

This is one of the old stone jails of a fashion and form that ought no longer to exist in Massachusetts. These old jails have rooms for several prisoners instead of cells for single prisoners, and are poorly lighted by small windows. Bristol is to build anew at Taunton, and Middlesex at East Cambridge, and Essex ought to rebuild the jail at Salem, which is of this kind, and here at Newburyport also, unless the use of this one shall be altogether abandoned.

There are here eight rooms, each ten by thirteen feet. There have been but few prisoners here this year,—an average of 5.4 only.

Mr. John Akerman, who has kept this jail many years, died in November, and Mr. J. W. Cheney was appointed in his place. There is no secular instruction.

## NORTHAMPTON JAIL AND HOUSE OF CORRECTION (HAMPSHIRE COUNTY).

Sheriff H. A. LONGLEY, *Keeper and Master*.

This is a comparatively modern prison; was built in 1852, with 90 cells; half of them 8 by 10 feet on the floor, and 10 feet high; and the rest, 5 by 8 on the floor, and 10 feet high. The labor of the prison is used for the county in making baskets. The prisoners earn from twenty-five to thirty cents a day. The prisoners do also some farm work. There are but few prisoners in this large prison. The average for the year was 30.74.

There is no chaplain, but divine service is held every Sunday afternoon, conducted by members of the Young Men's Christian Association. "We have no room set apart for secular instruction, but those who desire are furnished with school-books, and have free access to the prison library."

## PITTSFIELD JAIL AND HOUSE OF CORRECTION (BERKSHIRE COUNTY).

Sheriff G. A. ROOT, *Keeper and Master*.

This is the last built of our prisons. It is cruciform in plan, consisting of a central building with four wings. The central building measures fifty-four feet four inches by fifty-three feet

four inches. The south and north wings measure each fifty-nine feet ten inches, by thirty-six feet four inches. The west wing is one hundred and one feet ten inches, by forty-nine feet, and the east wing forty-two feet by thirty-eight feet. Total dimensions from north to south, one hundred and seventy-three feet ; from east to west, one hundred and ninety-four feet two inches.

The basement of the centre building contains the kitchen, with cooking and washing conveniences ; the story above is a room fifty feet by forty-nine, used for guard-room and chapel. Above are rooms for hospital, debtors' prison and store rooms.

The south wing contains twenty-four cells, each eight feet by six feet on the floor, and eight feet six inches high, for women ; also a work-room for women, matron's room, bath-room, hospital room, &c., and three rooms for provisions in the basement. The north wing contains a work-room fifty-seven feet eight inches by thirty-two feet, and sixteen feet high, in each of two stories ; and in its basement, the steam-heating apparatus, engine and coal cellar. The west wing contains seventy-two cells for men, arranged in three tiers. These cells are eight feet by six feet on the floor, and eight feet six inches high. This wing contains also in its basement, four strong cells for solitary confinement.

The basements are built of Stockbridge granite, which rises in the rear seventeen feet above the ground. The walls of the basement are thirty-two inches thick ; the walls of the upper stories are built of brick with granite trimmings, and are twenty-six inches thick. The east wing is arranged for offices and the residence of the sheriff.

The whole building is heated by steam, supplied with water-pipes, ventilating shafts and flues. The architect was Louis Weissbein of Boston.

There was some disagreement between the authorities, and there are minor defects in the construction.

There is regularly every Sunday divine service and Sunday school, but no secular instruction. The work of the prisoners is let by contract ; price, twelve and forty cents a day. The work is on carpet slippers. This prison is well-managed and kept.

## PLYMOUTH JAIL AND HOUSE OF CORRECTION (PLYMOUTH COUNTY).

Sheriff JAMES BATES, *Keeper and Master.*

The building that is called the jail here—one of the old-fashioned sort—is used only for a storehouse, though within less than two years it was used to confine women in. The house of correction building, built in 1852, is used both as jail and house of correction. This has thirty-two cells, each four and one-half feet by eight feet on the floor, and eight feet high. It has also a good workshop, but as for some years the county commissioners have provided no work, this Commission has regularly sent those house of correction prisoners, for whom work was not provided in the wants of the prison, to New Bedford; enforced idleness being one of the very worst uses to which you can put a man. There is no secular instruction.

## SALEM JAIL (ESSEX COUNTY).

JOHN D. CROSS, *Keeper.*

This is the largest, fullest, and therefore the most objectionable of the old stone jails in the State. It has one desirable feature, it is strong. The main building is sixty-four by thirty-seven feet, and three stories high; and there is an addition of forty-eight by twenty-four feet, one story high. The larger part was built in 1813. There are twenty rooms, from eight to seventeen feet by nine. The average number of prisoners for the year was 43.52; sometimes there were over seventy confined at one time. Of necessity more than one was in a room; of habit five or six generally are.

At one time a young, bright and bad boy was in the room with four men. He was there but a few days. There was nowhere else to put him, and so no blame attaches to the keeper. But it was evidently wrong.

There is a chaplain, who holds divine service every Sunday afternoon. There is no regular secular instruction. The jailer has taught some to read and write. The women are kept in two rooms in the third story, and when it is possible the other rooms on this story are left vacant. But during the term of court, or whenever the jail is full, it is said to be almost impossible to keep the men in that story quiet.

As in all these old jails, there is no room or office in the jail building for keeper or turnkey ; so the office is in a separate building, and no officer sleeps in the building at night.

As much is done by way of ventilation as can be, and the jail, such as it is, is well managed and kept. There is no work done.

#### SPRINGFIELD JAIL AND HOUSE OF CORRECTION.

JAMES S. NOBLE, *Keeper and Master.*

This is one of the older prisons, and several additions have been made to the original building. There are in all, one hundred and eighty-nine cells—one hundred and sixty for men, twenty-nine for women ; four and one half by eight feet on the floor, and eight feet high. Some of the more recent cells are larger than this. The cells for women are partially underground and wholly unfit, being damp and unwholesome. This is also true to a degree of the lower tier of cells for men, though these, being on the south side, are sweetened by direct sunlight.

The workshops, both for men and women, are good. The labor of the house of correction is let by a peculiar contract ; the contractor paying eight dollars and thirty cents a quarter, or between nine and ten cents a day per hand, for all the prisoners in the house of correction. The number to be paid for is ascertained by averaging the number of prisoners at twelve o'clock on the last day of each of the three months in the quarter. All the prisoners who are well and able to work are to be sent to the shop, except that the master of the house of correction shall have a right to the services of three male and three female prisoners at any time when required, to do any work required by law or by the regulations of the prison existing, or that may be adopted by the direction of said board (the board of overseers). No deduction is made for these six persons, or for any that may be sick. And, on the other hand, nothing is paid for the labor of the jail prisoners, many—most of whom—prefer labor to idleness, and are sent to the workshop with the house of correction prisoners. The work is on carpet slippers.

Divine service is held every Sunday morning and Sunday school in the afternoon. There is no secular instruction. The prison is well managed and kept.

This prison was during the year under the trial of the Greenfield experiment altogether without women prisoners for a while. The washing and ironing and cooking, &c., were of necessity done by men; and it is noteworthy as a practical reply to objections that have been made to the taking of women from our county prisons, that the willing and positive testimony of Mr. Noble is, that he never had the work so well done or had so little trouble about it.

TAUNTON JAIL (BRISTOL COUNTY).

ISAAC G. CARRIER, *Keeper*.

This jail has had heretofore an old part and a new part; the old part of stone, after the old style—rooms instead of cells; The new part of brick, with good cells. The old part has been torn down. There is to be built this year a new jail, to have fifty cells. Forty, each seven and one half by ten feet for men and ten somewhat larger, for women.

The few prisoners in this jail have been well cared for during the year. The jail is well managed and kept.

There is no secular instruction.

WORCESTER JAIL AND HOUSE OF CORRECTION (WORCESTER COUNTY).

CHARLES N. HARE, *Keeper and Master*.

This prison building or group of buildings was begun fifty years ago, and by numerous additions has tried to keep pace with the ever-increasing necessities. The county authorities have decided finally that it is better to build anew; the necessary legislation was had last winter, but so far as known, nothing has as yet been done beyond considering various sites.

There are now thirty-nine single cells for men, three and one-half feet by seven feet on the floor, and seven feet high; thirty-two double cells for men, seven feet by seven on the floor, and seven feet high, making in all what is called cell room for one hundred and three. And there are forty-two cells for women, each five feet by eight on the floor, and eight feet high. The women's part is the most recently built, and its cells alone are well ventilated. The older parts have no ventilation in the cells, but the passages are thoroughly ventilated and the cells get what ventilation they have by the grated doors.



There is a very good chapel, and the chaplain holds divine service every Sunday afternoon and a Sunday school in the morning. There is a very good prison library, but no secular instruction.

The work-room for the women is large and airy—one of the best in the State. The work-room for men is small and close, and one of the poorest in the State. It is always crowded, and from ten to forty men are sitting in it idle all day long.

The work of the men is on shoes and boots. Contract ; price, thirty-one cents a day.

There has been heretofore no work for the women except the work of caring for the prison, washing and ironing and mending. Recently the women have begun to work at cane-seating chairs. Mr. Rufus Carter who has for many years kept this jail and house of correction left at the end of the year 1871, and Mr. Chas. N. Hare was appointed in his place.

This prison is well managed and kept.

In a general view and comparison of the prisons of the State, there appear certain evils that are inherent to the present system. While all the people of the Commonwealth are supposed to be living under equal laws impartially administered, yet it makes a great difference in the punishment of a crime, whether it is committed in one county or another. The larger prisons are of necessity under strict and severe discipline. Conversation is not allowed ; all communication between prisoners is forbidden. The smaller prisons do not attempt or attain anything of the sort. A man committed, say for six months, for larceny, will in one prison come under very strict regimen ; he will eat alone, live alone and not be allowed to speak in the work-room except about his work. In another under the same sentence, he will perhaps do no work, will eat in common with his fellow-convicts and have perfect freedom in conversation and communication.

Again, another difficulty, which is in just the other direction. There is not and cannot be sufficient difference in the treatment of unlike offenders in the same prison. Drunkards and burglars are so widely apart in the degree of their criminality as to demand of justice different treatment.

There is another unfair inequality. United States prisoners have no just claim to special immunity or privilege. Neverthe-

less, in some of our jails they have great and unusual liberties.

Especial attention is called to the table, No. 1, printed at the close of this Report, which exhibits the number of prisoners; the cost per prisoner; the cost per prisoner, labor deducted; and the amount earned by each prisoner for the years 1870 and 1871.

It will be seen that with the exception of Pittsfield, as compared with Lenox, New Bedford and Springfield, the excess of cost over labor has been reduced. In South Boston, because of the fire, the excess of labor over cost has also been reduced. In seven of the prisons the cost per prisoner was less and the earnings per prisoner greater. These are East Cambridge, Greenfield, Northampton, Lawrence, Ipswich, Nantucket and Worcester. At Fitchburg, smaller earnings were overbalanced by still smaller cost. At Dedham greater earnings outmatched greater cost. At Springfield and Pittsfield both cost and earnings were greater; while New Bedford alone, if we except South Boston, because of the fire, shows greater cost and less earnings. The jails, all but Newburyport, show less cost per prisoner than last year.

Besides the visits to the county prisons and reformatories of the State, there have been made by different members of the Commission and the Advisory Board, visits to the prisons on Blackwell's Island and the Tombs in New York City, to the Albany Penitentiary, the State prison at Trenton, the Detroit House of Correction, and the city and county prisons of St. Louis, and they desire to acknowledge the kind courtesy of General Pillsbury at Albany, of Mr. Brockway at Detroit, and of Judge Cullen at St. Louis, who aided them essentially in their visits of inquiry. And while it is gratifying to know that our county prisons are not worse than all these others, yet to see how far beyond us some others have gone, not only in the matter of reformatory influences, but even in the economical point of profitable use of the labor of convicts, is humiliating.

Especially prominent does the Detroit House of Correction stand forth as in many respects a model. This is a city prison under charge of the common council of Detroit, but receives convicts from different parts of the State, and some United States prisoners from other States. It received in the year 1870, 1,165 prisoners, and discharged 1,237; had a monthly

average of 364. Of the 1,237 discharged, there were but 21 whose stay in prison had been over one year; 56 had been in just a year; 803 were in for three months and less. The average time actually spent in confinement was 114 days. With these short-sentenced prisoners, Mr. Z. R. Brockway, the Superintendent, accomplishes such results as surprise every one who examines his prison and its record.

The financial success is noteworthy. The net surplus for the year 1870 was \$5,324.64; for 1869, \$13,869.71; for 1868, \$15,203.37; for 1867, \$20,027.50. But aside from making the prison pay in dollars and cents, Mr. Brockway arrests attention and compels admiration by the completeness of the reformatory character of his whole system. Besides the constant and faithful services of the chaplain, who has prayer and conversation meetings as well as preaching services, there are two teachers who keep evening schools, having from two to four sessions a week. In the men's department there were held 84 sessions of  $2\frac{1}{2}$  hours each, with an average attendance of 97, and the teacher says that the men have learned twice as much per week with instruction on two evenings only as children in public schools with five days instruction per week. But beyond what they have actually learned there is plainly discernable a change in the bearing of the men, and awakened desires for knowledge and self-culture, and also increased susceptibility to intellectual and moral truth. In the women's department there were 98 sessions,  $2\frac{1}{2}$  hours each. Average attendance 68; nearly all the women in prison attending the school. All who were not in school were invalids or occupied with necessary domestic duties. Instruction given, as to the men, in reading, writing, and arithmetic; and the teacher's report says: "There has been a steady, decided progress during the year; a gradually increased activity of mind, and ability to think and apply the faculties closely and continuously to a definite object. A higher type of library books is chosen, and they are read more intelligently. There is a better and more critical reception of the lectures, addresses and readings given them, and a perceptible seeking for practical helps to a better future life." The lectures and addresses and readings spoken of here are a part of the system. During the year thirty lectures and readings were given, and we are told these were not only carefully prepared

and forcibly delivered, but also appreciatingly received. Among them were four from Prof. D. P. Mayhew on mental science, and these held to the end the undivided attention of the whole audience. Compare such things with our practices. We have sermons for one hour in a week. Why not follow them up with wholesome lectures? We take great pains to educate all the children of the State, make great efforts to compel factory children to attend school,—why not have schools in our prisons? Can any one doubt for a moment the good effect of such influences brought to bear upon our prisoners? And notice, we bring to your attention not theories of possible prison management, but facts about a prison that pays. While it is not flattering to the pride of the old State that stands at the front in so many respects, yet it is true that she has much to learn from what is actually done in the new State of Michigan.

While this Commission has given most time and thought to the condition of women in our prisons, yet other problems have pressed themselves into notice. Prominent among them is the question concerning habitual drunkards. What shall be done with them? It is evident that, as claimed in the report of the Secretary of the Board of State Charities for 1870, that the present system is a failure (see pp. 17-38), because it has no deterring efficacy, and no reformatory efficacy, and because it imposes a needless expense on tax-payers. The present system is to impose a small fine or short imprisonment. If anything is plain, the folly of such treatment is; as is also the unfairness of classing with, and confining under like conditions, the drunkard and the felon. The habitual drunkard is quite as much a diseased person as a criminal one. He should be put in a hospital as well as a prison, and should stay there—not ten days or three months, but till he appears to be cured. There is perhaps no class of offenders with whom the plan of indeterminate sentences could so well be tried. While the evils of repeated short sentences are specially apparent in the case of habitual drunkards, yet in all minor offences it is true that when one short sentence proves of no avail, its repetition is worse than useless. The wrongs arising from the system known as fine and costs are palpable to any one who considers it. If a man has money, the small fine is no hindrance; if he

has none, he suffers imprisonment. What is this but an unjust discrimination against the poor?

Again, there is the question concerning expenses. There seems to be no reason why a hundred men under complete control should not earn their own living, and also pay the expense of their government. Yet but one of our houses of correction is self-supporting. It is not to be supposed that those in charge of the others have not endeavored to reach the same financial success, and it is not to be forgotten that many prisoners, especially drunkards and vagrants, who have but short sentences, are and can be only an expense; they are worth nothing as laborers. There is a financial argument here for longer sentences. A man who by crime puts the State to expense for his arrest and confinement, may justly be, ought fairly to be, kept long enough in confinement to make his labor balance at least his cost.

Still we find other prisons made to pay, and we find the rate of expense at different prisons of about the same size in the State varies more than the difference in locality would seem to warrant, and so cannot resist the conviction that better financial management would relieve tax-payers of a heavy burden.

The power to make rules and regulations has not as yet been exercised. It is impracticable to make a common set of rules for prisons so different in size and circumstances as are those of this State, and the present rules in our larger prisons are in themselves good. A change from the present system to one truly reformatory, is not to be effected by a change of rules, but by the will of the people, and the acts of their servants, the prison authorities. And just here we wish to qualify the phrase that has been frequently used in the descriptions of the different prisons—"Well managed and kept." This expression is used in good faith and honesty. Its force, however, is to be limited, by the fact that in none of our prisons does the idea of reformation have the pronounced and thorough expression that it ought. This and that prison are "well managed and kept," in but an incomplete sense when they do not pay the cost of their keeping, and when in their system and administration there do not appear faith in the possibility of reformation, and efforts to accomplish all that is possible for the good of the prisoner, and through him of society.

Just here is the whole question of prison reform, as applied to our county jails and houses of correction, in a nutshell. Is it possible and practicable to engraft reformation upon confinement? Can anything really be done towards the purification of society by the treatment of criminals? Innumerable successful attempts say yes. Massachusetts in her State prison says yes. But Massachusetts in her county prisons has heretofore said no. We ask that this answer be changed.

#### ESTABLISHING STATE PRISONS FOR WOMEN.

(Laws and Resolves, 1871, Chap. 66.)

*“Resolved,* That the subject of establishing state prisons for women be referred to the commissioners of prisons for their report upon the same to the next legislature, and particularly for their report upon the expediency of establishing such prisons, the number thereof required, description or plans therefor, the probable cost of sites, buildings and furniture, and any other matters pertinent to the inquiry.”

There were in the jails and houses of correction of this State on the first day of October, 1871, 227 women. There would have been at least fifty more but for the fire on the premises of the house of correction in South Boston last June, for as a result of that fire women convicted of drunkenness in the courts at Boston have been sent to the house of industry at Deer Island. There were, October 1, 1871, only 52 women at South Boston house of correction, whereas but for the fire there would have been more than 100. There were 102 on the first day of October, 1870. So we have 277 women and girls in the jails and houses of correction on the 1st of October; of these, 21 are in jail, leaving, say 256. What are the crimes for which they are committed? Two-fifths of drunkenness, one-third for larceny, one-fourteenth for vagrancy, only one-tenth for crimes against chastity. Two have committed murder; one, manslaughter. Many of those who stand convicted of drunkenness, larceny and vagrancy are probably prostitutes. These proportions are of the 206, leaving out the fifty at Deer Island; adding these you have one-half drunkards and diminish somewhat the other proportions. One-tenth of the 206 are under twenty years of age. Eighty-four of them, more than one-third, are known to have been in prison before;

thirty-two, once before ; fifty-two, more than once ; twenty-five, more than twice. Besides these there have been at the house of industry an average of about two hundred and seventy-five women, and at Bridgewater an average of about one hundred and forty-five. The subject of establishing a prison or prisons for these women is then large enough to be considered.

It is proposed to gather these women from the twenty prisons where they are now, and assemble them in one of the prisons belonging to the State. Now why? What are the evils of the present state of things that could be remedied to any good degree by this change?

It is one evil that little is done or can be done for the reformation of these women under the present system. It is another, that there is not and cannot well be any provision for giving these women secular instruction. Another, that there is possibility of and constant endeavor after communication between these women and men confined in a separate part of the same prison, and from the construction and arrangement of our prisons it is impossible to prevent such communication. Another, that these women should be, as they are in the smaller prisons and sometimes in the larger ones, under the immediate and entire control of men. Another, that these women should be under the control of persons who have little or no faith in the possibility of their reformation. Another, that women of different ages and characters and crimes should be treated precisely alike. Another, that these women are not trained to habits of industry, or to any employment or trade that will be of service to them when out of prison. So far as in the above enumeration, statements are implied, the Commission vouch for them.

We find no where in our country jails and houses of correction any systematic attempt at instruction, though we do find that here and there prisoners are taught to read and write. In the State prison at Charlestown there is a regular school. Think for a moment of the vacancy and idleness of mind of these prisoners who are wholly shut off from their usual life of excitement, who have nothing to do that they like to do, who have perforce many lonely hours in their cells. Now suppose they cannot read, as many of them cannot,—what do you imagine they do think about? Why, their old life of course ; and

what good do they get from memory? They would gladly learn to read or, if they can read, receive further instruction. Intelligence and virtue are the pillars of society, it is often said. The State takes great pains, and goes to large expense to educate all its children. Here you have ignorant and vicious women whom you have under control for a season. Why not educate them and try to reform them? Oh it is of no use, especially with the women. You may perhaps do something with the boys and young men, but these girls and women are hardened and abandoned—so men who are familiar with them say. Repeatedly have the Commission been told by jailers and keepers of houses of correction, "It is harder to take care of one woman than ten men. You are welcome to the women, and if you can make anything out of them you will be lucky." And the answer is, "You do not know, for you have not tried." It is not to be expected that simple, bare restraint will reform or tend to reform; nor will the addition of a sermon on Sunday and the labors of Sunday school teachers accomplish the end very often. Unless in the minds of those in authority there is the purpose to reform, and in their hearts some faith in its possibility, and in the whole system of prison management this purpose and faith express themselves, then little will be accomplished. Said a convict a few months ago in one of our houses of correction to his Sunday school teacher, "It is impossible for you in two hours on Sunday to counteract the influences of the officers in the shop all the week." That tells the story from the prisoner's side. It is an inside view. The teacher says what can be said in two hours. The officer in the shop and in the prison has the rest of the week. We are apt to forget how secluded our prisoners are, how shut up and peculiar prison life is. In just this secluded life there is time for reflection. But the two hours,—one of preaching, one of Sunday school instruction,—are not enough by way of help and support.

But we are met often with the remark, "Reform! why my prisoners are all reformed. They behave well here, and they determine every one that they will never come back. They will do better when they get out. But the trouble is after they do go out into the world again they are met by the old temptations, and yield. Now there is where you ought to take them,



on the outside. Care for them then. Provide homes and work and help for them."

That sounds well and there is so much of truth in it as this: More ought to be done than is for discharged prisoners. The State has an agency for this purpose that helps men only, and last year wisely increased its efficiency, and there might well be an auxiliary agency by the side of every large prison. There are private asylums for just this purpose—to receive and reform and make of these women useful members of society. There is one at Dedham, and the success of this asylum is so great as to warrant the State in pursuing to some extent its methods, and it is so small as to demand of the State different treatment of the women while in prison, for it is demonstrable that its percentage of success, large as it is, would be greater had these women been differently treated in prison. This asylum began just where it is said reformation ought to begin—after the women have left the prison. It provides help and work and homes. But it finds that girls and women hesitate about coming. Though entreated to be saved they will not. Oftentimes their old associates in crime gather around them at the prison door and welcome them back to their old life. They have not been shown the possibility of any other while in prison. No tastes have been awakened. No encouragement afforded. Looked upon as incapable of reformation, they have lost heart and hope, and when the mistress of a house of ill-fame from her carriage beckons, holding out promises of silk dresses to wear and gayety and delight, the girl goes again to her old life. What chance has the asylum which offers peace and purity in the end, but by the way of a quiet, humdrum, half-prison life as it appears in anticipation to the ignorant girl. If these women are to be reformed to any great degree, the work must be begun and somewhat advanced while they are under the absolute control of the State. And then if at their release they are not strong enough to stand alone and withstand old temptations, let them go to the asylums.

The success of the schools in the Detroit House of Correction, already alluded to, is enough to show the importance of secular instruction. By instruction you give the mind profitable occupation; you raise the self-respect—a very important

point;—you are using a powerful lever that actually lifts the women above their old selves.

By the establishment by the State of a prison for women, there will be afforded at once an opportunity to do away to a great degree these evils that have been enumerated. Let the whole plan and treatment contemplate and tend to the actual reformation of the prisoners. Let there be evening schools. Let suitable matrons have the immediate charge of the prisoners, while at the head of all these shall be a superintendent. Let the prison building be arranged for different grades of offenders, and make it possible—a part of the system—that by good behavior a prisoner may advance from a lower to a higher grade, where she shall have less rigorous treatment and more privilege. Let the whole be in charge of persons having faith in humanity, that however degraded and hardened, it yet never in this life gets beyond the reach of softening, elevating influences; never beyond the power of God's truth and word; never beyond the scope of His Gospel.

It is the opinion of the Commission that this plan involves an opportunity which is very desirable of securing a different and better treatment of common drunkards. Let them be sentenced for longer terms than now, and let them be put in a separate part of the prison,—call it the asylum end if you will. At any rate subject them to less rigorous treatment than such as is fit for thieves and felons. Give them larger privilege, and try in every possible way to cure them of their disease, that when they go out they may not again be led by it to commit a crime against society.

The fact that, as a general rule jailers and masters have more trouble with women than men, points directly to the more important fact that women, in order to their reformation, in order even to good discipline among them, need different treatment from men. We do not say or think more lenient, but different. And at present the most prominent difference discernible is that they have for the most part poorer and less desirable quarters, and are employed virtually as the servants for the men.

The Prison Commission recommends the immediate building by the State of one prison to be used exclusively for the confinement of women and girls,—to be built after the accompanying plan, which has been prepared by A. C. Martin, architect,

under the instructions and suggestions of the Commission, all the members of which have given much time and study to the subject; the prison be placed at some spot to be selected within say fifteen miles of Boston. A suitable site can be procured at a cost of not more than \$2,000. A reformatory prison built on this plan will meet the important need of a reformatory for girls and young women. There is now no suitable place for such of them as are too old for Lancaster. They are consequently sent to jails and houses of correction, and come out with the prison mark on them and within them,—return to their old practices—go in again,—and so become confirmed habitués of jails and brothels alternately.

These girls, many of them, could be saved, and it is a disgrace to our State that there is no fit place to work out their reformation. Private asylums cannot do the work, for these girls need to be kept under legal restraint. Under the present system of short sentences there can little be done anywhere. But with a lengthened sentence, and in the case of orphans and those having no fit home, a guardianship exercised by the State for years,—much might be done.

The plan we submit, by the different character of its different wings, allows a thorough system of grading to be carried out; and one wing may have but little likeness to the ordinary prison.

#### DESCRIPTION OF PLAN.

The prison consists of a main building, three stories high above the basement, and four wings, two stories high, and is arranged to accommodate three hundred prisoners. The wings radiate from the main building at such angles as to have the morning or afternoon sun in each cell or room. The prison is divided into two parts by a north and south line. The western half is designed for the worst classes of prisoners, and contains three tiers of cells in each wing arranged upon the Auburn plan. The wings of the eastern half contain in the first and second stories what are small rooms rather than cells, each having a window opening directly into the outer air. These are for the better class of prisoners.

The four wings thus present a graded succession, from the dark cell of solitary confinement to the “room of privilege,”

where the best disposed prisoners may pass the evening pleasantly together. The advantage of this plan is apparent when we consider, how much we are obliged to use physical sensations of comfort or discomfort as a means of training women so ignorant and dull as many of those in our prisons.

### *Workshops.*

Two large workshops are provided in the first story of the main building, with store-rooms for raw material and manufactured goods.

A large sewing-room is also provided in the second story of the main building.

There are in addition, work-rooms in the basement of the east wings for laundry work from outside, or for any other employment suitable for the prison. Besides all these, the kitchen and laundry work for the prison itself will furnish occupation for a portion of the inmates.

It is assumed that the worst class of prisoners will do the prison washing and mending and similar rough work, while the better disposed will be employed in the special work-rooms.

### *Hospitals.*

In the south-west wing, at the south end, in the first and second stories are two hospital wards for ten beds each. These wards are intended only for cases of ordinary or slight sickness. They have connected with them convenient rooms for attendants, dispensary and baths.

In the south end of the south-east wing in the first and second stories are other hospitals with accompanying rooms for attendants, etc., and also a room for nurses for very young children. One of these hospitals can be used for women lying-in;—the other for severe cases of illness. A special stairway leads from them to the basement, where are the hospital kitchen, store-rooms, laundry and the morgue, with an entrance from the yard. The hospitals in both wings are separated from the rest of the building by a brick wall.

### *School-Rooms and Chapel.*

In the upper stories of the main building are the school-rooms and the chapel. They are connected with the wings by conve-

nient staircases. The principle of division of prisoners is still carried out, as there are two separate school-rooms, and the chapel is arranged so as to prevent any intercourse between the occupants of the two halves of the prison.

#### *Kitchen and Store-Rooms.*

The kitchen is in a central part of the basement of the main building, with various storerooms attached. It is expected that the work in it will be performed by prisoners of any class at the discretion of the superintendent. The dining-room for the better prisoners adjoins the kitchen. This will be a common room for their use. The meals for other prisoners will be eaten in their cells or in the adjoining corridors.

#### *Offices.*

There are rooms for matrons and attendants or other officers at different points in each wing at each end of the prison, so that an efficient control can be exercised at all times.

The superintendent's house stands at the west end of the main prison and is connected with it by the one-story building in which is the principal entrance to the prison, inspectors' rooms, etc.

#### *Yards.*

The space between the wings on three sides of the building will be enclosed by a high wall for prison yards.

#### *Construction.*

The wings of the west half, containing the cells on the Auburn plan, will be built entirely of brick, as is usual in prisons. The main building and the east wings can be constructed at much less expense, as the class of prisoners to be placed in them do not need so rigorous confinement. The outer walls are of brick, and the inside work of wood. All the wings are separated from the main building by continuous brick walls to guard against fire, and the doorways will be closed by iron doors.

#### *Ventilation.*

In each wing will be built a shaft or chimney to be heated by coils of steam-pipe placed in it, so that a strong current of air will constantly ascend in it. With this shaft will be con-

nected by air-ducts, all the cells, workshops and rooms in the wing. The power of the current in the shaft will draw off the foul air and induce a flow of fresh air through apertures provided for it. The hospitals will be provided with independent shafts. For further description see plans.

This proposal to erect a new prison building is made by the Commission in the confident belief that it is due by the State to its own best interests to incur the necessary expense.

JOHN W. CANDLER,  
D. P. NOYES,  
H. G. HERRICK,  
JOSHUA COIT,  
*Prison Commission.*

PAULINE A. DURANT,  
CLARA T. LEONARD,  
H. B. CHICKERING,  
*Advisory Board.*

OFFICE OF PRISON COMMISSION, STATE HOUSE, }  
January 22, 1872. }

## REMOVALS.

The Commission has caused the following removals of prisoners in the years 1870 and 1871 :—

## To GREENFIELD.

WHENCE REMOVED.	Date of Removal.	Men.	Women.
From Springfield, . . . .	Dec. 29, 1870,	—	7
Pittsfield, . . . .	Feb. 21, 1871,	—	2
Pittsfield, . . . .	Mar. 8, 1871,	—	1
Pittsfield, . . . .	July 15, 1871,	—	1

## To NORTHAMPTON.

From Greenfield, . . . .	Apr. 22, 1871,	1	—
Greenfield, . . . .	June 27, 1871,	1	—
Greenfield, . . . .	July 15, 1871,	1	—

## To NEW BEDFORD.

From Plymouth, . . . .	Jan. 12, 1871,	5	—
Nantucket, . . . .	Aug. 15, 1871,	—	1
Plymouth, . . . .	31, 1871,	—	1
Plymouth, . . . .	Sept. 5, 1871,	1	—
Plymouth, . . . .	Oct. 2, 1871,	1	—
Plymouth, . . . .	Dec. 12, 1871,	2	—

## To EAST CAMBRIDGE.

From Dedham, . . . .	Aug. 17, 1871,	—	3
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## To WORCESTER.

From Greenfield, . . . .	Aug. 30, 1871,	—	4
Pittsfield, . . . .	31, 1871,	—	2
Pittsfield, . . . .	Oct. 21, 1871,	—	1
Springfield, . . . .	Dec. 14, 1871,	—	3

Whole number of removals, . . . . . 32

TABLE No. I.

PRISONS.	1870.				1871.			
	No. of Prisoners for Year.	Cost of a Prisoner.	Cost, "Labor" Deducted.	Earnings per Prisoner.	No. of Prisoners for Year.	Cost of a Prisoner.	Cost, "Labor" Deducted.	Earnings per Prisoner.
Edgartown Jail, . . . . .	0.1	\$2,430 00	\$2,430 00	-	0.4	\$802 12	-	-
Nantucket Jail and House of Correction, . .	1.	291 97	286 97	\$5 00	1.5	254 54	\$245 49	\$9 05
Barnstable Jail and House of Correction, . .	1.1	1,010 66	-	-	2.89	381 95	-	-
Newburyport Jail, . . . . .	6.6	304 09	-	-	5.4	366 59	-	-
Greenfield Jail and House of Correction, . .	8.	413 65	-	-	10.35	379 46	376 27	3 19
Taunton Jail, . . . . .	9.6	376 01	-	-	9.29	364 15	-	-
Plymouth Jail and House of Correction, . .	16.2	387 40	-	-	16.49	452 54	-	-
Northampton Jail and House of Correct'n, .	26.7	309 77	272 32	37 45	30.74	217 87	169 09	48 78
Lenox, 1870; Pittsfield, 1871, . . . . .	38.9	202 03	197 00	5 03	49.26	219 20	199 65	19 64
Salem Jail, . . . . .	41.4	156 94	-	-	43.52	150 33	-	-
Lowell Jail, . . . . .	43.1	153 08	-	-	44.71	142 22	-	-
Fitchburg Jail and House of Correction, . .	54.2	275 06	215 00	60 06	63.53	224 83	167 96	56 87
Inspwich House of Correction, . . . . .	74.26	144 66	113 08	30 78	81.25	131 42	99 62	41 80
Dedham Jail and House of Correction, . .	77.9	210 05	182 50	27 55	68.57	214 68	180 49	34 19
Springfield Jail and House of Correction, . .	88.7	177 18	152 10	25 08	83.94	193 04	164 20	28 74
Worcester Jail and House of Correction, . .	95.04	185 27	154 00	31 27	119.	183 09	145 41	37 58
Lawrence Jail and House of Correction, . .	105.5	114 35	94 01	20 34	105.6	113 61	78 80	34 87
New Bedford Jail and House of Correct'n, .	127.3	231 42	156 25	75 17	109.82	260 07	198 35	61 72
Boston Jail, . . . . .	228.65	121 19	-	-	225.	116 35	-	-
Cambridge Jail and House of Correction, . .	239.1	126 11	87 94	38 17	294.85	111 13	54 76	56 37
Boston House of Correction, . . . . .	428.54	165 69	19 84*	185 53	429.48	174 04	9 30*	183 34

\* Earnings beyond cost.



TABLE NO. II.—*Nationality, Age, and Length of Sentences of Women in Houses of Correction, October 1, 1871.*

HOUSES OF CORRECTION.	Whole Number.	NATIONALITY.					AGE.					
		American.	Irish.	English.	Scotch.	Provinces.	Under 20.	20 to 30.	30 to 40.	40 to 50.	50 to 60.	Over 60.
Boston, .	52	16	21	6	3	6	7	21	11	10	1	2
Dedham, .	2	-	2	-	-	-	-	1	1	-	1	-
East Cambridge, .	57	12	42	2	1*	-	2	8	21	19	6	1
Greenfield, .	1	1	-	-	-	-	-	-	-	-	1	-
Fitchburg, .	8	2	6	-	-	-	2	1	1	2	1	1
Ipswich, .	18	11	2	1	2	2	1	6	10	1	-	-
Lawrence, .	21	4	13	2	-	2	3	1	10	3	3	1
New Bedford, .	18	9	4	2	2	1	3	4	7	1	2	1
Northampton, .	2	-	1	1	-	-	-	-	2	-	-	-
Pittsfield, .	4	2	1	-	-	1	-	2	4	1	-	-
Springfield, .	5	2	3	-	-	-	-	-	5	1	-	-
Worcester, .	18	11	6	-	1	-	2	7	5	1	1	2
Totals, .	206	70	101	14	9	12	20	51	72	40	15	8

\* Welsh.

TABLE No. II.—*Nationality, Age, &c.*—Concluded.

HOUSES OF CORRECTION.	Fine and Costs.	LENGTH OF SENTENCE.												Life.				
		1 month.	2 mths.	3 mths.	4 mths.	5 mths.	6 mths.	8 mths.	9 mths.	10 mths.	1 year.	1½ yrs.	2 yrs.		2½ yrs.	3 yrs.	5 yrs.	10 yrs.
Boston, .	1	-	1	5	4	1	5	1	3	1	9	4	8	2	5	2	-	-
Dedham, .	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
East Cambridge, .	10	-	2	18	6	-	28	-	-	1	1	-	-	-	-	-	-	-
Greenfield, .	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Fitchburg, .	2	-	-	3	1	-	1	-	-	-	3	1	1	1	2	-	-	-
Ipswich, .	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-
Lawrence, .	-	-	-	-	-	-	-	-	-	-	3	1	1	-	-	-	-	-
New Bedford, .	1	-	3	3	2	-	2	-	-	1	3	1	-	-	-	-	1	1
Northampton, .	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Pittsfield, .	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Springfield, .	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-
Worcester, .	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Totals, .	17	8	7	32	15	1	33	1	3	3	16	6	9	3	7	2	1	2

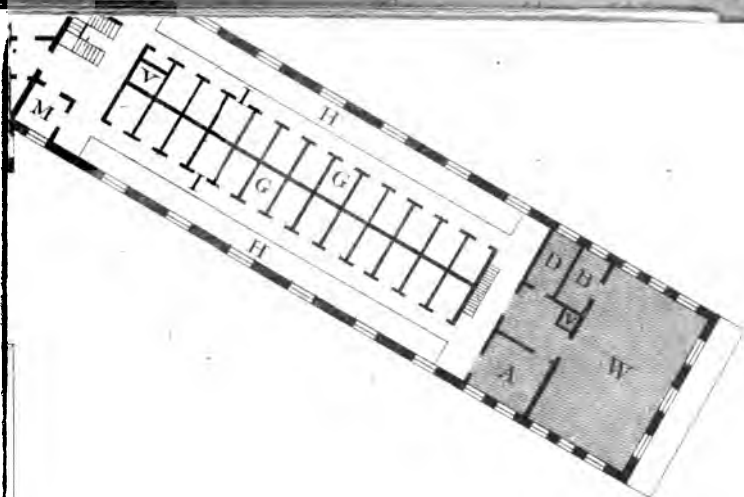
Boston, .	Average sentence, 1 year 4 months 5 days.	New Bedford,* .	Average sentence, 9 months 12 days.
East Cambridge,*	" " 5 months 9 days.	Pittsfield, .	" " 2 "
Fitchburg, .	" " 2 " 21	Springfield,	" " 1 month 18 days.
Ipswich, .	" " 1 year.		

\* Omitting Life Sentences.

TABLE No. III.—Crimes and previous Commitments of Women in the Houses of Correction, October 1, 1871.

HOUSES OF COR- RECTION.	Whole Number.	CRIMES.													NUMBER OF TIMES COMMITTED BEFORE.						
		Drunkenness.	Common drunk- ard.	Common seller.	Assault and Bat- tery.	Disturb'g Peace.	Larceny.	Vagrancy.	Adultery.	Fornication.	Disorderly house.	Lewd & Lasci- vions.	Embezzlement.	Railer & Brawler.	Murder.	Man-slaughter.	Common thief.	Escaping H. of Correction.	Malignous burn'g.	False pretences.	
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Boston,	52	1	1	-	5	-	39	1	-	1	-	1	2	-	-	-	-	1	-	-	
Dedham,	2	-	1	-	4	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	
East Cambridge,	57	16	22	-	-	-	9	4	-	-	-	-	-	1	-	-	-	-	-	-	
Greenfield,	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Fitchburg,	8	2	3	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	
Ipswich,	18	1	4	-	1	2	2	1	1	1	2	-	-	-	-	-	-	-	-	-	
Lawrence,	21	6	8	-	1	1	4	1	3	1	1	-	-	-	-	-	-	-	-	-	
New Bedford,	18	7	-	-	-	-	2	1	-	1	1	-	-	1	1	-	-	-	-	-	
Northampton,	2	2	-	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	
Pittsfield,	4	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Springfield,	5	4	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	
Worcester,	18	2	1	-	-	-	6	6	-	3	-	-	-	-	-	-	-	-	-	-	
Totals,	206	45	34	1	11	4	63	14	4	8	9	1	2	2	2	1	1	3	1	1	

\* Also one nine times, and one eleven.



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SECOND

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OF THE

*Massachusetts -*

Commissioners of Prisons.

JANUARY, 1873.

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1874, March 26.  
Gift of  
Samuel A. Green, M. D.  
of Boston.  
(26. 21. 1831.)

## Commonwealth of Massachusetts.

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*To the Honorable Senate and House of Representatives in General Court assembled.*

The Commissioners of Prisons submit the following Report :—

There has been no change during the year in the Board of Prison Commissioners. It consists of JOHN W. CANDLER, *Chairman*, REV. D. P. NOYES, H. G. HERRICK and JOSHUA COIT, *Secretary*. And the Advisory Board continues as from the beginning with the following members :—Miss H. B. CHICKERING, Mrs. H. F. DURANT, and Mrs. N. A. LEONARD.

These Boards have met together during the year regularly upon every week, in the Secretary's office at the State House. The county prisons have been visited and inspected by the Secretary, some of them also by other members of the Commission, and where women have been specially gathered, by the members of the Advisory Board.

During the months of July and August, at the request of the Commission, its Secretary attended the meetings of the International Prison Congress held in London, as their delegate, and visited thirty-two prisons and reformatories in England, Ireland, Belgium and France. While he was absent, Mr. Herrick was by vote of the Commission its acting secretary. The expense of this trip was greatly reduced by the courtesy of Mr. James Alexander, general agent of the Cunard steamship line in giving a free passage to and from Liverpool, and for the rest, was borne by Mrs. Durant, of the Advisory Board, Mr. Candler, chairman, and the Secretary himself. A report of this trip will be found appended to this Report.

## EXPENSES.

The expense of the Commission for the year 1872 has been as follows :—

Salary of the Secretary, . . . . .	\$2,000 00
Travelling expenses of Secretary, . . . . .	109 06
Travelling expenses of other members of the Commission and Advisory Board, . . . . .	134 68
Travelling expenses of Mr. Martin, . . . . .	46 26
Stationery, . . . . .	24 25
Postage, . . . . .	17 84
	<hr/>
	\$2,332 09

Under the appropriation of \$500, made by legislature of 1871, for carrying out resolve, chap. 66, there was paid to A. C. Martin, Architect, \$400.

This Commission owes its existence to the assent by the legislature of 1870 to the entreaties of a few persons that something should be done to improve the condition of the county prisons of the State. It was particularly urged that in some way a reformatory influence should be established in the prisons, a more thorough classification, especially as regards sex adopted, and a greater uniformity of punishment and discipline secured. The assent of the legislature was given somewhat reluctantly, and somewhat unintelligently. Reluctantly, because of the inertia of existing institutions, and unintelligently because of the absence of information as to the state of things in our jails and houses of correction; the members of the legislature sharing the ignorance on this subject that prevailed in the community at large. This was true, notwithstanding that a committee on prisons has for years visited the prisons each year, and in a report of four or five pages, printed at or after the close of the session, stated in stereotyped phrase that Massachusetts had reason to be proud, if not of her criminals, at least of her prisons. It is inevitable that such committees, going at a time agreed upon beforehand, and seeing what is shown them and eating what is set before them, will have nothing in particular to report;

and further it is evident that of each succeeding legislature but a very small portion will have seen the report of the preceding year, and there has been no opportunity to see the current report till at the end of the session.

So there had been, previous to 1870, no reason why any legislature should be better informed as to the actual state of things in our prisons than the community at large. And of the community not one person in a hundred knew anything at all about our jails, except those who officially or by constraint of law had resided therein.

There is, however, at the present time, an indefinite feeling throughout the country, that our prisons are not in all respects what they should be,—a feeling fostered but not created by the Prison Congresses held at Cincinnati and London,—a feeling developed but not manufactured by prison aid societies and prison reformers. And this feeling exists in Massachusetts, though it must be confessed in no very marked degree. It is, however, increasing naturally year by year as knowledge increases. The common sense of the people, when you can get at it, is the best judge of all questions of public policy. And this common sense, justly indignant at the frequent exhibition of a mawkish and sickly sympathy with great criminals in their proper though severe punishment, is a little suspicious of the movement for reforming our prisons, lest it be of the same cloth. Firmly convinced that persons convicted of crime should be punished for the sake of and in the protection of society, and having heard more or less about crimes resulting from disease and criminals being rather unfortunate than guilty, it is a little jealous of attempts to combine with punishment, reformation.

It may be of value, then, for the sake of a clear understanding of the reforms recommended by this Commission, to review, as briefly as possible the relations between the criminal and the State. We do not propose to discuss the many and profound questions that concern the relations between the criminal and society. How the man, woman or child became a criminal; whether this man sinned or his parents; whether society stands in the relation of parent to any of its members, and if so, to what degree; whether by punishing the man who is guilty we also inevitably punish others who

are innocent ;—these and other similar questions of deep concern to the Christian philanthropist have yet no standing before the State in its dealing with a proven criminal. Having found a person guilty of a specified crime, the State asks What shall best be done with him? In answering this question it looks rightly at the interests of society alone. It has taken the man in hand, not because he is a bad man, but because he is a criminal. In society's name and for society's sake the strong hand of the government is laid upon the man because he has broken some law established for the good of society. Now, what shall the State do with the man? Evidently whatever the best interests of society demand. He should be so treated as to prevent him from doing the same thing again, and to deter others from doing what he has done. Shut him up for awhile so that he cannot commit crime, and associate with his crime such evident discomfort and disadvantage as to prevent all others from committing crime who witness the results ;—this is the theory that lies at the bottom of our laws and penalties now.

In awarding penalty for crime, the State but very faintly endeavors to adjust the degree of punishment to the degree of moral criminality, and that any such endeavor must be a failure is a foregone conclusion, because the State punishes only overt acts, and moral criminality, lying back of and beneath these, can be seen and known only by God himself. Take, for instance, the punishment of the murderer and the defaulter. The moral guilt of a murderer may be less than that of a defaulter. Suppose the murderer a man of low degree of moral sensibility and intellectual force in the first place ; let him have been trained in violence and crime from childhood ; let him have spent his days with those among whom the sacredness of life is unknown, and then upon the provocation of great wrong if he with malice prepense kills his injurer, may not his guilt be less than that of an intelligent man who has been brought up in ways of virtue and has by acknowledged probity and uprightness for many years, gained the confidence of the community, and so is placed in some position of great financial trust, and then in an evil hour determines to and does betray that trust and consumes in riotous living or reckless speculation, the property of widows and orphans?

But the penalty for the murderer is hanging; for the defaulter is imprisonment for a period of years. In fact, the murderer is sometimes hung and sometimes imprisoned for life; and the defaulter, whatever his sentence may be, spends but a short time in prison and too frequently enjoys certain alleviations that his fellow prisoners are denied. The death-penalty shows clearly that the State does not propose the reformation of the prisoner for the prisoner's sake, and so far as the whole system of "fines and costs" goes, it is evident that the State does not contemplate reform at all. The language of a fine to the delinquent is, Your offence shall cost you so much that you will be loth to commit it again; and a fine says to spectators, You see what it costs to break this law, so don't break it. The person fined smarts more or less under the pecuniary loss, and if in future he refrains from like offence, no one supposes it is from any moral reformation occasioned by the operation of law, but simply because of the deterrent effect of the loss of money.

Now it is not only true that the State does not set about the reformation of the prisoner for the prisoner's sake, but also that it ought not. For if it did it would be stepping out of its realm and undertaking the functions of a moral reform society or a Christian church. The criminal is in the hands of the State because he is a criminal. Therefore he is shut up for awhile so that he cannot commit crime and so that in his mind and in the mind of all spectators, crime may be so associated with discomfort and disadvantage as to deter from crime. But punishment simple, fails of itself to secure this end. As society is made up of individuals so closely linked together by mutual interdependencies that whether one member suffer, all the members suffer with it, so failure to accomplish the best possible result in any case is an injury to all. Therefore, since simple punishment fails to deter from crime and protect society, then for society's sake the State is bound to go further and combine with punishment other and more successful means of reformation. So the best good of all demands the highest benefit of each. In the interests of the community, then, the State must do just that for the prisoner which it would do were the prisoner's own welfare and advantage directly pursued, with the exception of those cases when the interests of

society demand the life or life imprisonment, and even these exceptions are more apparent than real. Further, it ought to be said that the State, having taken for any cause a person out of the natural relations of life and into its own charge and keeping, is bound to provide for all the necessities of that person, moral and intellectual as well as physical. It is under the same obligation to supply mental and moral needs as corporal. For the same reason that it feeds and clothes and works, it should teach and preach.

Now as to the assertion that punishment fails to deter from crime and protect society, it has been shown, the world over, that persons who have been in prison are apt to get in again. We have, revolving in and out of each of our jails and houses of correction, a regular retinue—persons who are “always in jail,” as the phrase goes. What the reason is we need not stop to inquire. Whether it is because of their loss of the wholesome dread of the prison that those have who never have been there; or of their loss of reputation that hinders them in getting an honest living; or loss of character, so that they have no heart or hope for better things; or the gain of a bad name, that renders them liable to suspicion on the part of the police,—whatever the reason, the fact remains. There is a class of habitual criminals; and this fact shows that wherever it exists jails and houses of correction fail to accomplish their whole purpose. Indeed, in any community the character and proportionate number of their habitual criminals furnish no poor test of the excellence of criminal law and prison discipline. Habitual criminals show that crime is not associated in the prisoner’s mind with discomfort and disadvantage, in such a manner as to deter him from crime. And this prompts the question, What more can be done to bring about such association? And the answer is, Add to the idea of restraint, reformation. You have not done enough when you have simply associated, in the *experience* of the criminal, misfortune with his crime. He may, and undoubtedly does in many instances, attribute his misfortune to the fact of his being detected rather than to the wrong doing. You must associate the two, crime and misfortune, in his *mind* and in his *moral sense*. And in order to do this you will have in many instances to educate his mind and develop

his moral sense. In some way it is necessary for the well-being of society, to make criminals know and feel that when they violate the laws, not only that they will be punished if they are detected, but that it is right and just that they should be punished whether they are caught or not. And the endeavor to bring these persons to this better mind, is one that the State is bound to make in all earnestness and honesty for the sake of society.

By what is society benefited by the punishment of a criminal for a term of say three years' imprisonment, who comes out of prison in no respect improved in character—with the bad name of a convict fastened upon him, and with the strong probability that in his recklessness he will commit the same crime or a worse one? By the three years' protection and by the deterrent effect of punishment on other evil-disposed persons. This is not enough. There ought in some way to be secured, or at least a wise attempt be made to secure, the other probability on the part of the released convict. That is, during the three years he should have been so treated and so trained that the probabilities would be at least equally strong that he would be a decent, law-abiding citizen. We come then to the need and duty in the part of the State to do what it can to reform its prisoners. The duty rests upon the recognized fact that the State owes protection, as complete as is attainable, to all its members, in their person, reputation and property. The need grows out of the existence of habitual criminals. These show that punishment simple is a failure, so far as the offender is concerned, for he is not deterred from repeating his crime; and for deterrent effect on the community you have but the echo of that failure. The results of the failure of society to deal wisely with its criminals is seen in all great cities, where there is, and apparently is always expected to be, a criminal class,—professional burglars and thieves, pickpockets, etc.,—known individually to the police, but largely unmolested, undisturbed. They live generally in their own quarter of the city, in a sort of undefined but thoroughly understood hostility to the public law and order. Over against them is arrayed law and its sanctions. The State has provided court-houses and prisons, and thoroughly arranged for the detec-



tion and punishment of every offender. Constables and policemen form a sort of network, that is supposed to catch all violators of law, who are to be passed through the courts, where their guilt is fairly proved, and then they are consigned to prison to be properly punished. And with all this the criminal class carries on its warfare by no means unsuccessfully. The police pick off a few here and there, but the great mass is undisturbed; and of those arrested and brought to trial, a small proportion of the guilty are convicted; legal proof often failing when moral probability is overwhelming.

Just why and how this is so, it were hard to tell. That it is so, no one can deny. Society awaits a complete explanation. Meanwhile, wise and good men, the world over, are working at the problem. It used to be thought that crime was to be done away by increased severity of penalty, and so every kind of pain that the body of man could suffer, every horrible cruelty of torture, every species of shameful death that could be devised, in every variety that different governments, manners and religions could give, have been tried and tried in vain.

Prison reform, for many years, was largely occupied in alleviating the physical horrors of the jails of Christendom, and appealing not in vain to the common sense and sympathy of society. It is now rather busy upon the question how best to combine reformation with punishment. This, at any rate, is the true problem in Massachusetts, where these prisoners are well clothed and fed, not overworked, and in general well cared for. And this is no new problem, to which attention is now directed. It is many years since the Prison Discipline Society thoroughly discussed the subject in the reports of its secretary, Rev. Louis Dwight.

These reports began in 1826, though it is not till 1834 that much is said of county prisons in Massachusetts. But in them, year after year, the need and duty of better prisons and better methods in prisons were faithfully urged.

But though this is no new problem, yet it is the profound conviction of this Commission that it is one which has not yet been properly and fully understood by the community.

The conclusion has been reached, indeed, that crime is not to be diminished by severity of punishment.

Not only have the old-time severities of the statute books been done away, but the discipline of the prison itself has been guarded and controlled by legislation, so that now the dark cell alone remains as a resource in case of obdurate offenders against the authorities of the prison. The shower-bath, flogging, the tread-mill, and all that class of punishments in prison, have been abolished. Into our houses of correction, labor has been introduced. Much dependence has been placed upon this as a reformatory agency, and without doubt it has a great value. It is indeed indispensable to the best reformatory system. But there is no magical power in it. Of itself it will never reform a man. Compulsory labor will not even go so far as to form a habit of labor. If with the labor there is given instruction, mental and moral, so that the convict is not only told, but made to see and feel that through the folly of idleness and crime he has brought himself to a position where he is obliged to work hard without personal profit, then you have enlisted his self-interest on the side of his reformation, and no small point is gained. Again, if the convict is illiterate (as is the case with thirty out of every hundred in our State), you may gain another point by teaching him to read and write. And though it is not claimed that education itself will reform a man, yet it is worthy of notice that of the 15,061 persons committed to our county prisons and the houses of industry in 1871, only 25,—less than one per cent.,—had a superior education; while 4,558, a little more than 30 per cent. were illiterate.

But beyond labor and education there is need, in order to reformation, of personal influence of the right kind; that is, of the highest and best kind. Besides the workshop and the school-room, you must have the moral power of an earnest and hopeful endeavor to secure reformation. Whatever may be the intention of the statute, whatever the regulation of the prison, whatever may be the arrangements that abstractly have a tendency to reclaim the hardened criminal, all are interpreted to him by the hand and voice of the turnkey or keeper, with whom he comes in

direct contact. The Secretary, in a recent tour among prisons in England, Belgium and France, could not help noticing the importance laid upon this point in the best-managed and controlled prisons. Said the governor of Bedford County jail, an extremely well-conducted prison, with an average of 100 prisoners,—“I make it a point that the wardens shall never hector or speak harshly to the prisoners; and not only that, but I do so arrange that there shall be as little ordering of the prisoners as possible. I myself, see and speak with each of the prisoners every day.” Mrs. Seals, superintendent of the Fulham female prison, knows and studies the characters of every one of her prisoners, though she has 260 in all,—140 coming and going in a year. Every one of the 260 feels her personal influence; she individualizes each in her treatment of them. Though there are some thirty matrons, and assistant matrons under her, yet to none, nor to all of them, does she delegate the delicate and important task, in reference to any prisoner, of personal moral control. Though the matrons assist undoubtedly in this as in other matters, yet no woman passes through that prison without having felt the personal influence for good of the superintendent. So also Mr. Weatherhead, governor of the Holloway prison in London, insists upon the least possible talking to prisoners, by way of orders from overseers; has everything done that possibly can be, at signals from a bell, and himself sees and inspects every prisoner every day. The subordinate officers, as a rule in the English county prisons, are both more numerous than in ours, and much more closely kept in hand. The rules and regulations concerning them are precise and rigid, and the governors (as the jail-keepers are called) themselves come into close personal contact with the prisoners. And again, the governor is held to a strict accountability by the board of visiting justices, who meet in the jail at least as often as once a month, and exercise that authority and oversight, in reality, which our laws contemplate our county commissioners and overseers as exercising.

It is the opinion of this Commission, then, that the relations between the criminal and the State are such, that for society's sake, the State is bound, not only to punish the

criminal, but with that punishment to attempt to combine reformation; and the means for reformation lie in punishment and the proper use of labor, and mental, moral and religious education. These means should be applied by those who have faith in the possibility of a reasonable success in their use. We say reasonable success; for believing with Edward Livingston that "to think that the best plan which human sagacity could devise will produce reformation in every case; that there will not be numerous exceptions to its general effect, would be to indulge the visionary belief of a moral panacea, applicable to all vices and all crimes. And although this would be quackery in legislation, as absurd as any that has appeared in medicine, yet to say that there are no general rules by which reformation in the mind may be produced, is as great and fatal an error as to assert that there are in the healing art no useful rules for restoring the general health and bodily vigor of the patient," we by no means suppose that all our criminals can be reformed during the short time they are under the control of the State; yet we believe that many more can be reformed than are by the present administration of our county prisons; and consider it the bounden duty of the State, to adopt and carry out faithfully whatever means shall, upon due consideration, commend themselves as wisest and best.

As to the special need in county prisons, the following figures are significant. During the year 1871, there were 12,080 persons committed to the county prisons; of these 4,978 had been there before,—40 per cent. of recommitments. Whereas, to the state prison there were 149 men sent, of which but 23, or less than 16 per cent., had been there before. The figures for the house of industry (Deer Island) are 2,981 persons, 1,775, or 60 per cent., recommitments; State work-house, 323, with 142, or 44 per cent., recommitments. This point of recommitments is a very important one, in our view, and may as well be considered here. The accompanying table has been drawn from the returns of the last five years, from 1866 to 1871 inclusive, and gives in the first column under each year, opposite the name of the prison, the percentage that the number of recommitments bears to the whole number committed. For instance, we see that

in 1866, of all the women committed to the county prisons, 50 per cent., or just one-half, admitted, or were known to have been in prison before. In the county prisons the figures run very even, rising, so far as the total number is concerned, 2 per cent. That is, in 1866, 38 out of very hundred had been in prison before, while in 1871, 40 out of a hundred had been. The upward tendency here is slight. The house of industry has a greater proportion of recommitments, and is somewhat more uneven; the numbers of recommitments in a hundred varying from 60 to 44. In both these cases it is very noticeable, that the proportion of recommitments of women is invariably larger than that of men, the percentage running from 9 to 29 greater. This is to be accounted for partly by the recognized fact that it is harder to reclaim women who have gone to the bad than men, and partly by the fact that those in authority in our prisons have less hope and make less endeavor to reclaim women; that is, they have a more difficult task, and yet put forth less effort.

*Percentage of Recommendations.*

	1866.			1867.			1868.			1869.			1870.			1871.		
	Totals.	Males.	Females.	Totals.	Males.	Females.	Totals.	Males.	Females.	Totals.	Males.	Females.	Totals.	Males.	Females.	Totals.	Males.	Females.
Jails and Houses of Correction, .	38	34	50	37	35	46	38	36	48	40	38	49	40	38	47	40	38	47
House of Industry, .	57	44	70	60	51	70	65	55	71	57	46	64	44	29	53	60	44	73
State Workhouse, .	—	—	—	21	30	18	14	18	11	17	15	18	12	9	15	44	55	33
State Prison, .	8	8	—	9	9	—	16	16	—	13	13	—	9	9	—	16	16	—

NOTE.—The great increase in the percentage of recommendations at the State Workhouse in the year 1871 over the preceding years is to be accounted for largely by the workings of the Act passed in 1870 that allows overseers of towns to make complaint, &c.

What now is the actual state and condition of the jails and houses of correction. In general, it should be said that there are three classes of them. There are the larger jails and houses of correction, the small jails and houses of correction, and the jails that are entirely separate from any house of correction. In the first class we include the Boston and Ipswich houses of correction, and the prisons at Cambridge, New Bedford, Lawrence, Worcester, Springfield, Dedham, Fitchburg, Northampton, and Pittsfield, which are both jails and houses of correction.

In these eleven prisons work is provided for the prisoners. The house of correction prisoners are compelled, and the jail prisoners are allowed, to work. There are all of them more or less thoroughly organized, and have each a system of labor and discipline. Each one has religious service on the Sabbath, and Sabbath school exercises. In each is a library from which the prisoners may draw books, which is, in some instances, well selected. The severity of discipline varies greatly, and so well known and of so long standing are the differences in this respect, that the frequenters, the habitués of our jails and houses of correction, have great, decided preference for one above another; the house of correction at South Boston standing at one extreme, and Dedham or Northampton at the other. And while of none of these prison it can be truly said, that in them the idea and hope of reformation does not exist in the minds of the officials, yet it may be said that in some this idea and hope find but faint and irregular expression; while of none can it be said to be a ruling and controlling idea that the prisoner is to be reformed as well as punished. In all of them there is the endeavor to keep the prisoners safely, to feed and clothe them so that no fault may reasonably be found on the side of economy or of humanity, and to get what work out of them is practicable. And the stress laid upon these endeavors varies. In some, more emphasis is laid upon the work to be done than in others. In all there is freedom of access to any well-disposed persons, who may on the Sabbath, or on other days, endeavor to benefit the prisoners; except that, properly, such efforts are not allowed to interfere with labor. But in almost, if not quite all, it is not supposed that much

of anything can be done in this way, beyond what the regularly appointed chaplain does. As in point of discipline, so in point of cleanliness and order, there is great difference. In some the cells are always neat and clean; in others they seldom are. The second class comprises the small jails and houses of correction at Plymouth, Greenfield, Barnstable and Nantucket, and the jail at Edgartown. In none of these is work provided, and from the fact that the prisoners are few there naturally grows a laxity of discipline that brings about rather strange results. For instance, a woman sentenced to a house of correction is allowed to go to a house adjoining, but entirely separate from the prison, and do housework for wages; she dividing her wages with the county treasury. Again, a woman in a house of correction under sentence for murder, was found living in comfortable laziness, having good meals provided for and brought to her. She was so much mistress of the situation, that though she generally did the washing for the jailer's family without grumbling, yet, when the washing was increased unusually, she would exercise the high prerogative of "help," and get mad and make things uncomfortable in the household for many days. In none of these prisons does there appear to be any attempt at separate confinement by day-time, and, in some of them, not even at night are the prisoners kept separate.

The third class comprises the jails at Boston, Lowell, Salem, Taunton and Newburyport. In none of these prisons is any work done, beyond the care of the jail itself, since jail prisoners cannot be compelled to labor. At Boston, Lowell and Taunton, there are separate cells. At Salem and Newburyport, the prisoners are kept in rooms; from one to six in a room together.

By the statements made concerning the first and second classes of jails and houses of correction, it is evident that the punishment for the same offence varies greatly in different parts of the Commonwealth. Suppose a man commits larceny, is arrested, tried and convicted, and committed to the house of correction for a term of six months. So far as the statute goes, and the sentence of the court, it makes no difference in what county this takes place; there is supposed to be one law for all parts of the State. It is no greater



crime to commit larceny in Suffolk than in Franklin County. But in fact it makes an essential difference to the convict, to what house of correction he is sent. In one, he will be clad in distinctive prison garb, marched back and forth between his solitary cell and the workshop with military precision, and will take his meals in his cell alone. At any time on the way to and from the shop, at the shop or in his cell, it is an offence for him to speak to a fellow prisoner. He will be compelled to work hard during the day, with an hour's rest at noon. In another, he will do no work, and take his meals in company with five or six fellow prisoners, and spend his time in the corridor of the prison, talking and idling and playing as best they may contrive to wear the weary day away.

So, too, a man's experience in jail will vary greatly. In one jail he is in a solitary cell, day and night, not allowed to speak to his neighbor. In another, he is in a solitary cell, but he may talk with his neighbor, may chew and smoke; the sheriff or turnkey acting kindly as his purveyor. In still another, he is in a room with five or six others; and the amount of moral corruption and contamination thus secured by the arrangements of the State of Massachusetts is simply incalculable. Young and old spend the day together, and perhaps the night. The inexperienced, and the adept talk, and give, and receive instruction. Plotting and planning for future crime is inevitable. And all the while the master thinks he has done his duty if no prisoner escapes, and all are fed, and clothed, and made comfortable.

### *The Present System of Prisons.*

The statutes of the State require each county, except Suffolk, to provide suitable jails and houses of correction, except that Dukes County need not provide a house of correction, and in the county of Suffolk, the city of Boston shall provide jails and house of correction; the jails to be used for the detention of persons charged with offences, and committed for trial, for the detention of persons committed to secure their attendance as witnesses on the trial of criminal cases, and for confinement of persons on sentence upon conviction of an offence, and of all other persons com-

mitted for any cause authorized by law. Practically, few persons, except United States criminals are sentenced to jails, which are therefore used for detention of accused persons, and those who have not paid fine and costs, and witnesses and debtors.

Houses of correction are prisons with convenient yards, workshops and other suitable accommodations adjoining and appurtenant thereto, for the safe keeping, correcting, governing and employing of offenders legally committed thereto. Four of the fifteen houses of correction, however,—those at Greenfield, Plymouth, Barnstable and Nantucket,—have no such workshops, etc. At Barnstable, Dedham, Greenfield, Fitchburg, Lawrence, Nantucket, Northampton, Pittsfield, Plymouth, Springfield and Worcester, the jails and houses of correction are in the same building; one wing, or set of cells being appropriated to the jail prisoners, and called the jail. At New Bedford and East Cambridge the jail is a separate building in the same enclosure. In Boston, the jail and house of correction are entirely separate, in different parts of the city. At Ipswich there is a house of correction but no jail. At Salem, Lowell, Taunton, Newburyport and Edgartown there are jails, but no houses of correction. So that in all there are twenty-one prisons in the different counties of the State.

By section 19, chapter 178, General Statutes, "the sheriff shall have the custody, rule and charge of the jails, and except in the county of Suffolk, of the house of correction in his county, and of all persons therein; and shall keep the same by himself, or by his deputy as jailer, master or keeper, for whom he shall be responsible. The jailer, master or keeper shall appoint all subordinate assistants, employés and officers, for whom he shall be responsible." In the county of Suffolk, the city council of Boston shall appoint a suitable person to be master of the house of correction, to hold his office during their pleasure.

The county commissioners, by statute, provide jails and houses of correction, establish salaries for all officers, assistants and employés, provide all necessary supplies for the jails and houses of correction, and as well, materials and implements for work, make rules and regulations for

"employing, governing and punishing" the prisoners, examine and allow the annual accounts, and appoint two or three overseers to the houses of correction. The overseers are to see that the rules established are observed, to examine all accounts of the master relating to the earnings of the prisoners and expenses of the institution. They also may make contracts for work, and for letting out to hire during the day-time, convicts. They may also discharge certain prisoners, when it appears they have reformed.

The county commissioners are also inspectors of prisons, and are by themselves, in a committee of not less than two of their number, twice a year to inspect all prisons in their county, and fully examine into everything relating to the government, discipline and police thereof.

The Board of State Charities is required to investigate and supervise the whole system of the public charitable and correctional institutions of the Commonwealth, and its secretary to obtain and publish, in connection with his annual report, certain specified statistical returns from jails and houses of correction.

The Commissioners of Prisons are required to classify, so far as practicable, prisoners held under sentence in jails and houses of correction, and to this end have power of removal from one jail or house of correction to another; to prepare rules and regulations for the direction of officers of jails and houses of correction, subject to the governor and council; to visit all jails and houses of correction once in six months, with full powers of inspection. The Advisory Board are to visit prisons used for the imprisonment of women once a month, and have full powers of inspection.

Under this somewhat complicated system, or, shall we say, lack of system, the practical result has been, and still is, that, while the general rules and regulations are made by the county commissioners, yet not only the character of the discipline and the condition of the premises, but also the whole tone of influence upon the prisoners, depends almost entirely upon the disposition and faithfulness of the sheriff or master of the prison. To a degree this must be true under any system, and this makes the selection of a jailer or master of a house of correction a matter of great importance. But complete

dependence upon one man, however carefully chosen, is unwise.

And so the theory of our statutes on the subject is, that the master shall be appointed by the sheriff, and be responsible to him; his salary fixed by the county commissioners; his official acts overlooked by the overseers; inspected by the county commissioners; investigated by the Board of State Charities; inspected and reported upon by the prison commission; and, once a year, looked at by a committee of the legislature.

But, as is most natural, the jailer or master,—if, as is frequently the case he is the sheriff also,—moves on in his own way undisturbed, and if he is not, he moves on in a way acceptable to himself and the sheriff.

Not that we would be understood that these checks and inspections are useless, for they stand in reserve, ready to be exercised in case of any flagrant wrong or harm. Nothing that would outrage the sense of the community can habitually take place in any of our prisons without its being discovered and stopped. Matters move on in a regular routine, according to the tradition of the place. Nobody knows much or cares much about the actual occurrences day by day. But there are people who can know and who can report.

The difficulty is, that the established ruts in which things are now running afford no opportunity for regular and systematic efforts at reformation beyond the Sabbath services. The need of change is evident, not from anything very bad that is now done, but at the things good that are left undone, and that somehow cannot well be done as things are.

For instance, the Commission, in obedience to their obvious duty, endeavor to get the women prisoners by themselves in a separate prison,—a thing in and of itself admitted upon all sides to be desirable and proper. And the difficulties that lie in the way are at once reinforced by obstacles thrown in the way. This jailer objects because he thinks he needs the women in his jail. This sheriff demurs because he does not know how he is to get his pay for removing a woman beyond his proper jurisdiction. This county commissioner hesitates about receiving the woman, because he is sure there will be trouble in arranging about

reimbursement for board and lodging. This overseer is so disturbed by an order of removal that he pardons a woman that she may not be transferred. All these objections are easily accounted for, and such as would be likely to arise, but they none of them have any very great weight.

Again, the Commission desired and proposed the establishment of evening schools in certain of the larger jails and houses of correction,—a matter within the power of county commissioners and sheriffs to provide under existing statute,—and so wrote, on June 7th, to the county commissioners of Berkshire, Bristol, Essex, Hampden, Hampshire, Middlesex, Norfolk, Worcester, and to the board of directors of public institutions of the city of Boston, proposing the establishment of schools. But one board of county commissioners found they had no suitable place for such a school, another doubted whether they had not exhausted their “very limited authority” in the matter of the government of prisons, by providing for the regular Sabbath services, and establishing and maintaining libraries for the use and benefit of the prisoners, though they were referred, in the letter of June 7th, to section 41 of chapter 168 of General Statutes, which reads, “The county commissioners of each county and the aldermen of the city of Boston, with the sheriff of the county, may, at the expense of their county or city, furnish suitable instructions in reading and writing for one hour each evening, except Sundays, to such prisoners as may be benefited thereby and are desirous to receive the same.” In but two houses of correction have schools been provided, and these recently, after much delay.\*

But not only does the present system afford no opportunity for regular and systematic efforts at reformation beyond the Sabbath service, because it is so compact, each prison being an institution by and of itself carried on by one or two men, with no room for interference from outside, but also because, taken as a whole, it is so loose-jointed. When you pass county lines, there is generally no connection or relation between the different prisons. Suppose that you secure in one prison the best possible discipline and arrangements, this will

\* And while this Report is being printed we learn that one of these has been abolished.

have little or no effect on the prison in the next county, as the methods of government and discipline, the habits of order and neatness are very different in the various houses of correction. It would seem evident that, whatever way is best, ought to be adopted by all.

For instance, such an important point as the quality of reading matter allowed the prisoners is very differently dealt with. In one house of correction the rules are strict, and prisoners are only allowed to have certain specified newspapers. In another there is no restriction whatever, and the vilest papers are freely circulated. When one sheriff was advised to exclude such newspapers as "Days' Doings" from the prison cell, he issued an order excluding all illustrated papers, professing himself unable to draw any line between the different kinds; whereas, to the common mind, it is not difficult to find a broad line of separation between the "Police Gazette" and the "Youth's Companion." It should be added that this order became obsolete very soon, and the old variety of papers can now be found in the cells.

Again, the differences of discipline are altogether too great. In some houses of correction convicts are allowed freedom of intercourse and conversation during the day; in others they are not. In some, the free use of tobacco is allowed; in others, a restricted use. In one house of correction convicts are allowed the solace of a pipe or cigar. In some jails certain United States prisoners have such freedom of movement within the jail limits as to be mistaken by a casual visitor for an officer of the jail; in others it is different. There is, in fact, a class of "gentleman prisoners" in some of our jails, whose right to extra privileges it is hard to see. You may say that the fact of imprisonment itself, with all the alleviations allowed by kind-hearted jailers, is a greater punishment to them than to John Nokes, drunkard and thief, without such alleviations. Very true, though John Nokes does not see it to be true. And there are very substantial reasons growing out of the previous life and training of the gentleman prisoner why he should be more severely punished. We may indulge in all the sympathy we choose for him, but we have no right to make such difference in our treatment as shall outrage the sense of justice in the

breasts of the other prisoners. If in any way you hope to reform a convict, you must lead him to recognize the justice of his punishment, and must make it clear to his mind that to his own conduct, and not to any vindictiveness on the part of the officers of the law, he is indebted for his suffering; that it is right and proper he should be punished. Now to all this the fact staring him in the eyes every day that another man, equally a condemned criminal with himself, has a much easier time, will prove an enduring hindrance.

In regard to uniformity, in many respects there is a difficulty arising from the differences in size of the different prisons.

The smaller houses of correction cannot be brought under rules and regulations suited to the larger ones. In fact, the increased facilities of communication have done away with some of these small houses of correction, practically. The counties of Dukes, Barnstable and Nantucket have for years virtually occupied and used the house of correction at New Bedford in Bristol County, and more recently it has been the practice of the courts to send convicts in Franklin County to the house of correction at Northampton in Hampshire County. The wisdom of this course is apparent. Still wiser would it be for the people to be relieved of the expense of maintaining houses of correction that are so little used.

Not only is the present system compact to its harm, and loose-jointed to its injury, but it is outgrown by the criminal population of the State. During the year of 1872 the houses of correction have many of them been so over full that two prisoners have slept together in one cell. This "doubling up," as it is called, has been compelled at Lawrence, Dedham, Springfield, Worcester. At Ipswich, at one time, not only was it necessary to have men sleep in an open attic, but also to have men occupy cells in the women's part of the prison. At New Bedford, at one time, every cell in the male department of the house of correction was full, with eight persons sleeping in the alleys, and eight house of correction prisoners sleeping in the jail; and further, the workshops were so full that 15 or 20 men were sitting in the shops doing nothing. At South Boston, there were on December 1, 334 male prisoners for 290 cells; 38 were lodged in the prison attic, besides others in the hospital.

On the 24th of November, the Secretary received notice of the commitment of six men to the house of correction at Plymouth. As there is no work provided at Plymouth, the Commission has been in the habit of removing such convicts to New Bedford. But word had been received that the male department at New Bedford was full; so application was made to Dedham and to South Boston; but in each case it was found that the prison was full. East Cambridge was also full. So the six men, and three more afterwards committed to Plymouth, remained idle.

There is getting to be a quite numerous class of habitual drunkards and vagrants, who go in and out of our houses of correction repeatedly; some of them, indeed, quite regularly. Under the present system of short sentences and comfortable quarters, there is very little real punishment of this class of offenders. It is in fact not even a disagreeable thing for John Brown, vagrant, who has been in the house of correction already, say fifteen times, to be sent the sixteenth time, on the 14th of December, to stay three months, for it carries him comfortably through the severest weather. There are many such cases; their crime, drunkenness or vagrancy, is not looked upon as a great one. They are not harshly dealt with, and really have little objection to quarters at the county house. Now if a longer sentence, a sentence say of one or two years was impending, John Brown would be much more loth to go; and further, when he did go, would be much more likely to acquire habits of industry, and to reform. So in the case of the habitual drunkard—a short sentence does more harm than good; it does only harm. Repeated short imprisonments are expensive to the State and harmful to the man. Let the imprisonment be from six months to two years in the case of a habitual offender and you secure certainly the result of making the house of correction dreaded by this class, and you have some space of time in which to reform. Again, the present system, of necessity, puts the drunkard and the burglar side by side, under the same treatment. Any thorough and real classification is impracticable. And even to the separation of the women from the men and assembling the women in certain large prisons there have arisen, with noticeable regularity, objections and hindrances.



The present system leaves the important question as to whether United States prisoners shall have any special liberties and advantages to be decided by different jailers in different ways. Generally, as before stated, these prisoners have immunities and amenities that, as might be naturally expected, do violence to the right that every prisoner feels that he has to equal treatment. If there is any reason why certain United States prisoners should have other and greater liberties and privileges than the other prisoners in any jail, let it be openly and fairly stated. If there is no reason that can be openly stated, then the practice in certain counties is wrong.

The present system is an extravagant one. There were during the year ending Oct. 1, 1871, in and about the 21 county prisons 207 officials whose salaries amounted in the aggregate to \$80,105.42. If now we divide the prisons into three groups,—the first those which had an average of less than thirty prisoners, and the second those which had an average of over thirty and less than a hundred, and the third those which had an average of over one hundred prisoners during the year;—we shall have seven in the first group, eight in the second, and six in the third; and the expense per prisoner for salaries in the first class was \$135.36, in the second class was \$52.56, in the third class \$39.01. And further, the total cost per prisoner in the first class is \$352.15, in the second class \$178.15, and in the third class \$152.69. And now, if we take into the account money earned by the labor of prisoners, including not only cash received for labor of prisoners, but also, labor in and about the prison, profitable though not paid in cash, we find that in the prisons of the first class,—that is, the seven smallest prisons,—the cost per prisoner, over and beyond earnings of all kinds, to be \$325.93, in the second class \$143.06, and in the third class \$61.66. That is, in the smallest prisons it costs beyond earnings, \$6.27 a week to feed and clothe and guard a prisoner; in the middle-sized prisons \$2.75 a week, and in the larger prisons but \$1.18 a week.

It is evident that the small prisons are an extravagance. Take the extremes: in the Edgartown jail there was, in 1871, one prisoner for between four and five months; the expense

was \$328.95; \$235, salaries of officers \$69.75, provisions; and \$16.10, fuel and lights. In the South Boston house of correction there was an average of 429.48 prisoners. The expenses for the year were \$74,749.40, and the earnings \$78,741.44,—the city receiving from its house of correction \$3,992.31.

Making the same calculations for the year ending Oct. 1, 1872, we find that there were seven prisons in the first group, as before, seven in the second, and six, as before, in the third,—Taunton, which was in the first group, disappearing, and Northampton passing from the second group to the first. The expense per prisoner for salaries runs: \$137, \$43.69 and \$43.16. Total cost per prisoner: \$349.46, \$159.61, \$148.96. Cost per prisoner, cash received and labor estimated deducted: \$297.35, \$126.45 and \$56.05. Cost beyond earnings of all sorts per prisoner per week: \$5.71, \$2.31 and \$1.08.

	1871.							1872.						
	Number.	The Average No. of Prisoners in the group.	Cost for Salaries per Prisoner for year.	Total cost per Prisoner for year.	Cost per Prisoner "cash received" and "labor estimated" deducted for year.	Cost beyond earnings per Prisoner week.		Number.	Average number of Prisoners in the group.	Cost for Salaries per Prisoner for year.	Total cost per Prisoner for year.	Cost per Prisoner "cash received" and "labor estimated" deducted for year.	Cost beyond earnings per Prisoner week.	
Prisons with an average of less than thirty prisoners, . . . .	7	6.61	\$135 36	\$352 15	\$325 93	\$6 27		7	7.4	\$137 00	\$349 46	\$297 35	\$5 71	
Prisons with an average of over thirty and less than one hundred prisoners, . . . .	8	58.81	52 56	178 15	143 06	2 75		7	73.3	43 69	159 61	126 45	2 31	
Prisons with an average of over one hundred prisoners, . . . .	6	213.96	39 01	152 69	61 66	1 18		6	205.75	43 16	148 96	56 05	1 08	
<p><i>First Group.</i>—Edgartown, Nantucket, Barnstable, Newburyport, Greenfield, Taunton and Plymouth.</p> <p><i>Second Group.</i>—Northampton, Pittsfield, Salem, Lowell, Fitchburg, Ipswich, Dedham and Springfield.</p> <p><i>Third Group.</i>—Worcester, Lawrence, New Bedford, Boston Jail, East Cambridge, and Boston House of Correction.</p>														
<p><i>First Group.</i>—Edgartown, Nantucket, Barnstable, Newburyport, Greenfield, Plymouth and Northampton.</p> <p><i>Second Group.</i>—Salem, Lowell, Pittsfield, Fitchburg, Ipswich, Dedham and Springfield.</p> <p><i>Third Group.</i>—Worcester, Lawrence, New Bedford, Boston Jail, East Cambridge, and Boston House of Correction.</p>														

So far as the question of economy goes, there would be a manifest gain in the running expenses of our prisons if the prisoners could be assembled in fewer prisons. And in the long view annual expenses are a more important consideration for the economist than original outlay. The balance against the county prisons, for the year 1871, was \$177,522.34,—a sum large enough to be felt; and any plan that without working harm shall promise to save to the people any considerable part of such a sum deserves a thorough examination. In view of these considerations, then, that the present system of county prisons is complicated and so compact as not to admit readily any material change, even for the better, is so unequal in its operations in different parts of the State as to work substantial injustice in respect both to different treatment for the same crime and the same treatment for widely different crimes, is not reformatory in its methods or aims, and, finally, is an extravagant system, your Commission recommend that this system be abolished and the following system established in its place:—

*Sketch of a Prison System for the State of Massachusetts, to be substituted for the present County Prison System.*

Group the counties for house of correction purposes into seven districts. In each district have a house of correction for the punishment of the severer crimes, and a workhouse for habitual drunkards and vagrants. Let each house of correction, except the one at South Boston, be a jail, and each workhouse a jail. In each of the counties where there is neither a house of correction nor workhouse; retain one and only one jail, to be used simply for purposes of detention. Establish a reformatory prison for women, and send to it all women convicts. Let the sheriffs have the custody, rule and charge of all jails where they are separate from houses of correction and workhouses, and where the jails are parts of houses of correction and workhouses the sheriff to commit the prisoner to the care, charge and custody of the master of the workhouse or house of correction in the same manner as now at South Boston house of correction, with suitable provision for his retaking into his own custody jail prisoners whenever for court purposes or other legal purposes he shall have occasion to.

The districts to be as follows :—

1. *Boston*, for Suffolk and Norfolk counties. The present jail to be retained, and the house of correction at South Boston. The prison at Dedham to be a workhouse.

2. *Middlesex*, for Middlesex County. The East Cambridge prison to be a house of correction, and the Lowell prison a workhouse.

3. *Essex*, for Essex County. The Lawrence prison to be a house of correction, and Salem, a workhouse. Salem jail to be remodelled and enlarged. The Newburyport jail and Ipswich house of correction to be discontinued.

4. *New Bedford*, for Bristol, Plymouth, Barnstable, Nantucket, and Dukes counties, New Bedford house of correction and Taunton workhouse. The Plymouth, Barnstable and Nantucket prisons to be only jails, to be used for purposes of detention.

5. *Worcester*, for Worcester County. Worcester house of correction and Fitchburg workhouse.

6. *Springfield*, for Hampden, Hampshire and Franklin counties. Springfield workhouse and Northampton house of correction.

7. *Berkshire*, for Berkshire County. Pittsfield, both house of correction and workhouse.

It will be seen that this plan of grouping the counties preserves county lines. Doubtless, if we were framing and building entirely anew, it would be better to have fewer and larger prisons than this plan proposes. Eight, with an average of 250 prisoners, would be better than fourteen, with an average of 140. But we have in all our counties prisons existing. So that, taking things as they are, it seems altogether the best way to secure uniformity of system, and a proper classification of criminals, to follow county lines and use existing prisons. And, in the arrangement proposed, Middlesex, Essex, Worcester and Berkshire are left by themselves. The group of counties annexed to Bristol to form the New Bedford district have for some time past been virtually annexed, and in the river counties it is no new thing for one to use the house of correction of another.

In each district there shall be one prison-master, to be appointed by the governor, with the advice and consent of the council, to hold his office during the pleasure of the executive. The master shall keep by himself either the house of correction or workhouse in his district, and shall appoint one deputy master, by whom he shall keep the other, and for whom he shall be responsible. Sheriffs who have now the keeping of jails and houses of correction are chosen on other grounds than fitness to keep a jail, and have other duties that require different qualifications. The position of prison-master, in view of the importance of the responsibilities connected with it, should be filled by one carefully selected for the place, and who will give his whole time to the work. As is the judge who sentences the criminal, so let the prison-master who carries the sentence into effect be selected with reference to his fitness for his duty, and appointed.

It will be noticed, that in this plan the custody, rule and charge of the houses of correction and workhouses are taken from the sheriffs and given to the prison-masters, to be appointed by the governor and council. It has already been found by the sheriffs of some of the larger counties, that they cannot give personal attention to the work of keeping a house of correction.

Suffolk County is exempt by statute from the general rule in this respect. In Middlesex, Bristol and Worcester counties, the sheriffs are not personally the masters of the houses of correction. And, when we remember that the master of a house of correction, in order to a reasonable prospect of success, must be a constant personal presence and personal power in that house of correction, it is evident that the sheriff of a populous county, with the varied and multitudinous duties he is called upon to discharge, in different places, cannot well give the time and attention that the responsible duties as head of a prison demand. And, in fact, it is generally true, where the sheriff is also master of the house of correction, that the actual head and ruler of the prison is the deputy-master.

It has been found, indeed, in England the wiser course to remove control of prisoners in county jails from the sheriff, and lodge it in the governors of jails. But we do not pro-

pose a change to this extent. Wherever, under our plan, there are jails which are not also houses of correction or workhouses, as there would be in Boston, Barnstable, Edgartown, Greenfield, Nantucket and Plymouth, there the sheriffs, as now, would have control, rule and charge of the jails. But where, as in the other county towns, the houses of correction and workhouses are the jails, there the sheriffs would leave the jail prisoner in the custody of the masters; to take him again on proper occasion. Indeed, in view of the importance of both offices, that of sheriff and that of master of a house of correction, and the requirements that the position of a prison-master makes upon his time and attention, we recommend that sheriffs be ineligible to the office of prison-masters.

The division between the convicts, by the establishment of a workhouse in each district, is proposed, with a view to a more complete classification than is now practicable. And it is proposed, in the view and with the suggestion of longer sentences than are now given to drunkards and vagrants,—the classes assigned to the workhouses. Repeated short sentences upon any class of habitual offenders are a proven failure. Take the case of a common drunkard; if sentenced as a "common drunkard," our statutes allow a punishment of imprisonment not exceeding six months, or by a fine not exceeding twenty dollars, with or without a condition that if not paid within a specified time the sentence to imprisonment shall take effect, or if, as is commonly the case, he is sentenced for drunkenness, the punishment is a fine not exceeding ten dollars, or imprisonment not exceeding three months.

In the city of Boston, the custom of the municipal court is to fine three dollars and costs for drunkenness; and the "costs" are about four dollars more. Those who do not pay fine and costs are committed to prison, where they stay ten days, unless the fine is paid before. "Fine and costs" not exceeding ten dollars unpaid detain a person in prison thirty days; not exceeding twenty dollars, forty days, according to chapter 44 of Acts 1865; but by a subsequent provision, in chapter 284, Acts of 1866, persons confined for nonpayment of fine and costs not exceeding ten dollars may be discharged by justices, when they are of opinion that such persons are not able to pay the fine and costs, or that it is otherwise

expedient. And under this provision drunkards are commonly discharged from the Boston jail after ten days' confinement. Now, it must be evident, on a moment's reflection, that an imprisonment of ten days can have no reforming and no deterring effect upon a common drunkard. The man has a habit of drinking fastened upon him. He cannot resist the desire for strong liquor, and is overcome by it. Society finds him drunk and commits him to jail for ten days. What is the effect? Why, simply to keep him ten days from rum; to renovate his system a little by regular, wholesome food; to give his body a little rest from its ordinary excitement: that is all. He has done no work; he has gained no mastery over his appetite. He goes out and returns at once to drinking.

In other parts of the State the fine and costs sometimes exceed ten dollars, and the custom is to make no use of the provision of chapter 284, Acts of 1866, so that the drunkard stays in house of correction (generally this and not the jail) thirty or forty days. And here no good is accomplished. The shortness of the time makes the work the man or woman does of very little value, and the reforming or deterring effect is again absolutely nothing. Why, the confirmed drunkard will go through fire and water to get his dram, and do you propose to deter him by fear of thirty days' imprisonment, or to reform him in a month?

And in the case of a vagrant, the present system of sentences, not exceeding six months, though improved somewhat by recent legislation (chap. 198, Acts of 1866; chap. 258, Acts of 1869; chap. 19, Acts of 1870), by which, on complaint of one of the overseers of the poor, a vagabond may be committed to the state workhouse at Bridgewater, for a period not less than six months, and not more than two years—does not meet adequately the growing evil of vagrancy in our State.

It has become a regular expectation, that is seldom disappointed, of the masters of houses of correction, that in the fall certain vagrants will come in for winter quarters. Now we submit that when we learn, as we do from all over the State, that prison life is so little disagreeable, so little feared by certain tramps and vagrants, as to be regularly arranged



for,—as on the whole, a desirable way to pass the winter,—it is time to make a change. Why, one man was for several years in the habit of spending his winters in Ipswich house of correction, and so confirmed and well understood was the habit, that in the fall he used to go before a magistrate, procure a commitment for three or four months, take his mittimus himself and walk with it some ten or twelve miles and present himself in due time at the door of the house of correction. This habit continued until the man died. The fact that men do thus seek for comfortable winter quarters in our houses of correction is well known, and is a ground for complaint in behalf of the worthy and honest poor, who are not so well fed or housed or clothed.

So that in the case of both habitual drunkards and vagrants we recommend that the sentences be for from six months to two years, and these sentences to run to the workhouses in the respective districts. It ought to be recognized by the statutes, as it is by common sense, that there is a difference between these crimes, drunkenness and vagrancy, and such graver offences as burglary and larceny. In the case of burglary, larceny and other crimes against person and property, the criminal invades the rights of others directly, and for that reason is rightly punished. In the case of drunkenness and vagrancy the criminal only indirectly invades the rights of others; he becomes a nuisance, he brings misery on his family and mischief to the State; but this is by indirection; primarily and directly he injures himself. And there are not wanting those who say he has a right to do this. But the State wisely says, No; the drunkard and the vagrant shall be arrested and committed; yet the community recognizes a difference. It seems hard and unfair to put the drunkard side by side with the burglar, and the vagrant into the next cell, and, so far, this dictate of common sense has found its relief mainly by the shortness of the sentence of the drunkard and vagrant. There being no other place than the house of correction, the drunkard must go there, but he shall stay only a short time. But as we have seen, these short sentences are a delusion and a snare. They do not answer any purpose of reformation, and in the case of the vagrant they do not even punish.

So we suggest that the establishment of workhouses will afford a means of giving longer sentences to this class of criminals. And in the workhouse there can be fit and appropriate treatment adapted to the cure of drunkenness, so far as it is a disease. And both the drunkard and the vagrant, by the very fact of a long stay, may reasonably be expected to become wonted to habits of labor, and their labor will be more valuable to the State. And as the common sense of the community does not call for the punishment of drunkards, so much as for their reformation,—does not cry out for their punishment as it does for the punishment of assassins and thieves and burglars,—the treatment of drunkards should recognize this fact, and every effort made to help and restore the enfeebled will to resume its rightful sway over the appetite which has become master. And this is the object of a *long* sentence in the case of the drunkard,—that time may be afforded for reformation. When thus it shall appear that reformation has been attained there is no good reason for further detention. So that with the system of long sentences there should be coupled ample arrangements for discharge of a reformed drunkard. While the object of imprisonment may well be punishment and reformation, the object of a *long* imprisonment in the case of the drunkard is reformation alone. That is, beyond what time may be right and wise for punishment, further time is needed for reformation.

The State, by imposing a long sentence, would virtually say to the habitual drunkard, You are a person unfit to be at large, for you are injuring yourself and are constantly disturbing society; therefore, you shall be restrained of your liberty till you reform, or for two years. It is not so much a punishment to the drunkard that is sought for, as a protection to society and to the victim himself. It will doubtless be felt by some that, nevertheless, it is hard upon a man to give so long a sentence; whereas, in fact, many common drunkards are now in houses of correction more than half the time. Any that may be reformed will have their prison life greatly curtailed; any who do not reform are such a burden and outrage upon the community that they ought to be shut up.

As for single acts of drunkenness, it does not appear that any good comes from fines imposed, or imprisonment, after the

continuance of the drunken condition, except the pecuniary harvest of the fines; so that your Commission recommend the repetition of the endeavor of chapter 166, of Acts of 1860.

This Act was as follows:—

SECT. 1. No person shall be fined or imprisoned for drunkenness except as a common drunkard, anything in the laws of the Commonwealth to the contrary notwithstanding: *provided, however,* that police officers and constables, or other persons authorized by any city or town for that especial purpose, shall arrest and detain till sober, persons found drunk; but no such officer shall be allowed to receive any fee or reward for or on account of any such arrest, further than shall be paid such officers for their services by the city or town in which they reside.

SECT. 2. Any officer convicted of receiving any fee or reward for services under this act other than such as may be paid by the authorities of the city or town, shall be fined at the discretion of the court not less than ten dollars.

It was found that this statute worked unsatisfactorily, because the arrests and detentions provided for by it were neglected to be made in many places; so that not only drunkenness was not punished, but it was not checked. It is evident that to the satisfactory repetition of the endeavor of this statute there must be such provision made, that the arrests and detentions it contemplates shall occur, and further, that the statutory phrase "common drunkard," shall have a fixed and legal definition.

In so far as a drunken person is a nuisance and disturbance it is right and proper that he or she should be arrested and detained for the sake of the public peace. In so far as a drunken person is unable, by incapacity, to care for himself, it is right that he should be cared for by the policeman. But there seems to be no propriety in imprisoning or fining for a single state of drunkenness. As a matter of fact, but a small proportion of persons found drunk, or that may easily be found drunk, is subjected to legal punishment. And whatever wise principle of selection may be adopted by constables and policemen, yet the law warrants no selection of any kind.

## FINE AND COSTS.

The plan of subjecting a person found drunk to a fine, with costs of prosecution attached, is, if possible, still more objectionable and indefensible than that of a short imprisonment. The short imprisonment *may* work great hardship on the family of the offender, in case that he is poor and they dependent upon him for subsistence; the fine and costs in such case certainly will. For, instead of depriving them of what he may earn, it takes from them the necessities of life. In a majority of such cases where the fine with costs imposed is paid, it is paid by the family and friends of the prisoner, and when the fine and costs are not paid, the imprisonment does no good to the prisoner, and is an expense and injury to the State. There seems to be no case in which there is any appropriateness in imposing fine and costs for drunkenness. If the offender or his friends are able to pay it without feeling the loss, it has no effect; if they are not, the hardship comes not upon the offender, but upon his innocent friends; and if it is not paid, the short imprisonment does no good to anybody. We do not think the common argument for fines and costs for drunkenness,—because it brings revenue to the State,—a good one. The plan, then, of establishing in each district, workhouses in which shall be confined common drunkards and vagrants, involves such changes in the laws as shall do away with repeated short sentences for habitual offenders and shall establish in their place sentences of from six months to two years. So far as the drunkards are concerned, it gives a chance to reform, and, if that fails, it keeps them from themselves. And as to the hardship of such a long term, it would vary from the present experience of many drunkards, in that the vacations virtually allowed for drunkenness and rioting would be two years, instead of, as now, from thirty to forty days apart. These men now virtually pass their lives in prison, and instances are not wanting where they actually call the county house their home. So far as vagrants are concerned, it would put a stop to the practice of seeking pleasant winter quarters at the expense of the State, and afford time for the State to get remuneration out

of the labor of the convict ; and for inducing habits of industry in place of idleness.

Houses of correction would be substantially as now, but all brought under a common and uniform system, assimilated in character and size, and a fair opportunity offered for introducing wise plans to reform as well as punish and work the prisoners. The running expenses would be reduced and the earnings increased.

It will be seen, of course, that this plan of taking the house of correction and establishing workhouses in each of the seven districts involves the assuming of the charge and expense and control of these prisons by the State, leaving only the jails proper in the hands of the counties. Of these there would be only five,—at Barnstable, Edgartown, Greenfield, Nantucket and Plymouth,—besides the Boston jail, which belongs properly to the city of Boston. Thirteen prisons ; namely, those at Boston, Dedham, East Cambridge, Fitchburg, Lawrence, Lowell, New Bedford, Northampton, Pittsfield, Salem, Springfield, Taunton and Worcester, under this plan, would pass from the control of the counties to that of the State, and, of course, would be owned by the State. For appraising the values and apportioning the expense we have a good precedent in the course adopted, when by the change from the district system to the town system in our public schools, the several towns took possession of the school-houses that had formerly belonged to the districts (see chap. 110, Acts 1869). But a more serious objection than the financial one will doubtless arise in the minds of many. It will seem in some way to be an invasion of the county rights, and a step towards that centralization which, it is feared by many, is the destined grave of all our liberties. But this objection depends for its force upon the idea that the counties are nearer to the people, and county officers more directly responsible to the people than the State and state officers, and, therefore, by removing a matter from county charge to state charge, you carry it further from the people. County commissioners, in whom county power and authority lie, are chosen for three years,—one every year. Whereas the state officials are chosen directly from the people every year. People generally know more about state affairs than county

affairs. There is no board known to our laws so absolute in its power as that of the county commissioners. They print no report of their doings, for the people's perusal, but come before a committee of the legislature each year with an estimate of the money needed for the ensuing year. This estimate is allowed, and the sum required is voted; the people of the county, as such, having no control over it. When the county commissioners need to borrow money for a specified purpose, as building a court-house or jail, they must get permission of the legislature. Now, take a case in reference to jail matters: Bristol County needed to remodel its old jail, or build a new one in Taunton. From the legislature of 1871, the county commissioners obtained leave to borrow \$50,000 for this purpose. This, after having shown plans and estimates, and having satisfied the committee of the legislature, they went on and built, and next year, in 1872, they obtained authority to borrow \$75,000 more, and the probability is that there will be still authority needed to borrow another sum. Now, as to all this expense, what had the people of Bristol to say? It is a mistake, then, to suppose that in actual fact the counties are nearer to the people than the State. So there is no force in any outcry against centralization in this plan of taking the houses of correction from counties and putting them in the hands of the State. And, in fact, while the county treasury has paid the expense, and the county commissioners, with the sheriff, have had direct charge, rule and control of jails and houses of correction, except latterly the South Boston house of correction, yet the State has never ceased to exercise control and authority in and over these institutions. And if it shall see fit to establish a district system the legislature will in no wise invade anybody's rights. But it will simply say to the counties: "You were established 'that public affairs may with more facility be transacted according to laws here established' (Rec. Mass. Col., 1662, vol 4, part 2, p. 52) 'and the affairs of houses of correction can, in our judgment, be managed with better success by one system extending through the State.'" This, indeed, is the real question to be considered: How can the State best carry on and manage its prison affairs, which are now entrusted by it to county commissioners, and

sheriffs, and not, Shall the State take from the counties their prison affairs?

This question of the management of the prisons, is one that has a magnitude and importance, that is not at all appreciated by the community. As a financial question it is very serious,—the balance against the jails and houses of correction for the last year being \$154,000; which sum, large as it is, is less than it has been before since 1862.

Under the plan proposed, of long sentences, the labor of the prisoners will at once become more valuable, and the houses of correction and workhouses may reasonably be expected, not only to pay their own expenses, but also to have a surplus.

#### SEPARATE PRISON FOR WOMEN.

Besides the houses of correction and workhouses in the districts, we recommend, as we did last year, the establishment of a reformatory prison for women; the same reasons urged then have force now. The number of women in jails and houses of correction on the first day of October, 1872, was 322; of these, 86 were in jails, leaving in houses of correction, 236. Besides these, there were at the house of industry 293, and at Bridgewater 155 women.

The labor of these women is not so profitable as it might be made if they were gathered together. They need, many of them, secular instruction, which cannot be given under existing arrangements, or be arranged for under the present system. They should none of them be under the immediate and entire control of men; they should be classified as they cannot now be. They ought to be in an entirely separate prison from male prisoners; they should be trained in some employment that will be of value to them when they come out of prison; and finally, they should be under the control of persons who will labor for their reformation with a patience and perseverance inspired by expectation of success.

Drunkenness and prostitution are recognized social evils. Men always shudder when brought face to face with the fearful facts about them. Go through our prisons and look upon the little clusters of women, stranded upon the terrible shores; gathered together from the brothels and the streets; con-

victed, this one of theft, that one of vagrancy, the other of being a common drunkard; ruined, lost women all of them; regarded as such, treated as such. Follow in the footsteps of those ladies, who for years have been going about among the female prisoners of our houses of correction, talking patiently, advising earnestly, encouraging and reproving; trying every means if only they may save some. Notice, as you follow them, how the advice to seek some refuge on their exit from the prison sinks, evidently, into the thought and consideration of one among a dozen, and how the laughs and looks of the others, drive away the momentary impression; see how the manifest lack of hopefulness in those in charge,—the little encouragement given,—tends still further to banish the spark of hope for the future that had begun to glow in that heart that for so long a time has been dead and cold. Listen to the statement of prison officials as to the probabilities of reform, and then follow the history of some of these outcasts and lost and hopeless ones, as they are persuaded at last to go to some home or asylum. Why, when men say that these women *can not* be reformed, they are denying positively demonstrated facts. Under such treatment as is pursued in the House of Shelter at Detroit, they are reformed. The records of our Asylums show that they are some of them reformed.

We claim most earnestly and confidently in behalf of the poor fallen women, who suffer, many of them, for crimes, when their partners in guilt go free and hold high, unblushing heads, that since their treatment in houses of correction, proves, by the admission of the masters,—which admission is based on long experience,—a failure, that a new plan be tried, —new here, but which has been for years, with good degree of success, carried on in England and Ireland, that they be gathered together in numbers large enough for thorough discipline and classification; be kept entirely separate from men; be under the personal control of women only; be detained for a time long enough for reformatory treatment to take effect. And then we do not promise the reformation of all or of any very large proportion. But we do say that many will be saved.

For several years a plan has been followed in England,



with female convicts, that has worked well. It is to transfer to homes or houses of refuge, six months prior to their liberation, those female convicts whose conduct has proved satisfactory in the prisons. In these houses of refuge, the convicts are in an intermediate state between the stringent restraints of a prison and perfect liberty, and thus have better opportunities than can be afforded in a prison, of exercising and acquiring habits of self-control. These convicts, it should be stated, undergo sentences of from three to five or seven years.

It may be thought desirable either to establish some such house of refuge, or to make arrangements with existing homes or asylums for fallen women.

In any event, whatever may be determined, it is evident that the present practice of short sentences for habitual criminals works as much harm and as little good with women as with men. Sentences for common night-walkers to the state workhouse may run from three months to two years; whereas, to houses of correction and houses of industry, the maximum sentence is six months.

We recommend that for all classes of habitual criminals, the sentences be from six months to two years, and for a class of vicious girls that have no parental restraint, even a still longer sentence; say of three years or during their minority. There is a class of young women or girls, who cannot properly be reached except by their becoming wards of the State.

We ask that the convict women be gathered together in numbers large enough for thorough discipline and classification. It must be evident that where there are from two to ten women in a mixed prison, there cannot be any classification; they come and go, staying from thirty days to three and six months, sometimes for a year. There is the regular "woman's work" of the prison to be provided for, and the women are assorted for this work according to their strength and capacity. The strong are put to the harder labor of washing and scrubbing, the competent to the cooking, and the rest to sewing. All this is natural enough, and the result of it is that the women get no instruction and are subject to no reformatory influence, and by the working together, as chance brings them together, the worst ones corrupt the rest.

We ask that the women convicts be kept entirely separate from men. This for one thing, to put an end to the constant endeavor to communicate, that now exists in our mixed prisons, and which is so persistent as to devise and put in operation means most unlikely to succeed; as, for instance, passing notes by way of the kitchen through a succession of four or five different persons, or writing on the dinner pans. And be it remembered that success in this endeavor is not essential to its doing great harm. The continual effort of itself keeps the mind in a state adverse to any attempt at reformation. But not only on account of this eagerness to communicate, but also because women need different management from men; they are more emotional and more susceptible; they are less likely to be influenced by general appeals or force of discipline, and are more open to personal treatment and the influence of kindness. Individual treatment, personalization, essential to a good degree of success in any prison, is of the greatest importance in a woman's prison.

So we ask not only that the women convicts be kept separate from the men, but also that they be under the personal control of women only. And here we claim, men by their own acknowledgment and by the records of recommitments, have made such undeniable failure that it is time for a change.

Women understand women better than men do. In England, the Secretary of this Commission found several large prisons for women entirely under the control and management of women; as, for instance, the Fulham prison, near London. This is a prison for female convicts, and is under the sole superintendence of Mrs. Seale. There were upon the day of the visit, 260 prisoners. There are within the prison enclosure, four men, who can be called upon in case of an emergency,—the engineer, the gate-keeper and two other men. As a matter of precaution the superintendent always sends a man with a prisoner who is removed to the punishment cells. But there is very little punishment, and there is no difficulty found in a woman's being at the head of such a large prison. Indeed, at the Montjoy female prison, Miss Delia J. Lidwill has control of nearly 350 convicts, of all ages and all grades of crime. Here too there are guards who are men, but

their duties are almost entirely outside the prison walls, and they are rarely called upon for assistance. The superintendent, in many years' experience, had met with no emergency that she was not fully competent to deal with. Whatever may be thought best as to the head of the prison for women it is very certain, for reasons that it is not necessary further to state, that those who have the immediate personal control of women convicts should be women. There are now matrons in our larger mixed prisons, but even then in some cases, the women are locked in their cells at night and unlocked in the morning by men.

We ask further, that these convict women should be kept in charge of persons who have faith in the possibility of reformation long enough for reformatory treatment to take effect.

In the plan offered in our report for a new building for a prison for women, and which plan we commend to still favorable consideration, there will be found two classes of cells and two classes of rooms,—the cells varying in size, 5 by 10 feet and 7 by 10 feet; and the rooms being more desirable than the cells, because upon the outside wall, with outside windows; whereas the cells, like those in most of our houses of correction, are in a block, tier upon tier, wholly within the prison, a corridor running between them and the outside wall. We have thus four grades of rooms, and can make marked distinctions between as many grades of prisoners. And the purpose would be to enable a prisoner by good behavior to rise from whatever grade she was in to a higher one, with greater privileges; thus in prison putting the convicts condition in a measurable degree in their own keeping; introducing some of the best features of the Irish system, which it is so well known has been very successful.

And we claim that, under an earnest, hopeful, diligent control the women convicts in prison would begin, many of them, that course of reformation and restoration that we see them now beginning and carrying out, here and there, in asylums and homes.

But yet we do not found our claim for a separate prison for women upon what may, or may not, be well founded hopes; but rather on the sense of justice. It is not just or

right for a civilized, Christian community, to deal with its woman convicts as they are now dealt with in the State of Massachusetts.

We have a state prison for men and it is proposed to build another, better and more eligible than the present one, and there is need enough that a new one be built. The women prisoners of the State, of crimes corresponding to those that send a man to the state prison, have for years been distributed about in county houses of correction, and where there has been, as there too often has, any difference in the desirableness of the quarters, the women have been in these prisons invariably assigned to the poorer quarters,—perhaps because they were fewer in number; but for whatever reason, it is true, Worcester prison being the only one where the women's part of the prison is the best part. At Springfield and Dedham and East Cambridge, the difference is great. And we claim that there is reason and justice in the demand, in behalf of women, of a prison by themselves.

In making the recommendations of this Report, your Commissioners are fully aware that it proposes changes so serious that they should be well considered before they are proposed, and thoroughly understood before they are adopted, and can truly say that thorough consideration on their part has not been wanting. Further, they believe that the more fully the questions at issue are discussed, the more certainly will the best course be ascertained and prevail.

While in all the countries of the civilized world renewed attention is now being given to prison systems and prison discipline, we do not believe that Massachusetts will stand in this matter on the reputation of the past, but rather that she will, as becomes her good name, look carefully at things new and old, and see to it that her prisons shall be, in respect to system, management and discipline, of the very best.

JOHN W. CANDLER.

D. P. NOYES.

JOSHUA COIT.

I do not concur in so much of the foregoing Report as relates to district prisons, nor in the reasons given for the proposed change, and therefore decline to sign the same. Believing in the importance and necessity of a separate prison for women, I think it would be better to adopt the state work-house, at Bridgewater (if a proper disposition can be made of the male inmates now there), than to erect, at present, a new building for that purpose.

H. G. HERRICK.

OFFICE OF THE PRISON COMMISSION, STATE HOUSE, Jan. 22, 1873.

## SECRETARY'S REPORT

OF THE

LONDON PRISON CONGRESS AND OF CERTAIN  
EUROPEAN PRISONS.

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*To the Prison Commission and Advisory Board.*

Sent by you to the Prison Congress held in London, and to make a tour among prisons abroad, I wish to give to you some account of what I saw and heard.

I left Boston June 18th and reached Queenstown June 28th, and spent the time before the Congress met in examining the Irish convict prisons. First, the one at Spike Island in Queenstown harbor; then the two Mountjoy prisons in Dublin, the Intermediate prisons at Lusk and the Dublin Bridewell. And after the Congress I visited prisons and reformatories in England, Belgium and France.

The Prison Congress that met in London July 3d, was an important gathering of persons interested in and acquainted with the treatment of crime and criminals. There were present during the discussions, official delegates from twenty-three national governments,—all the European governments, except Portugal and Great Britain,—United States, Mexico, Brazil and Chili, India and Victoria.

Fifteen state governments were officially represented from this country, and besides various societies and commissions. There were some sixty American names on the lists.

The boards of visiting justices in England, which have control of and exercise a watchful supervision over the county jails, were largely represented,—twenty-eight boards sending sixty-five delegates. Forty-three of the county or borough prisons were represented by their governors or chaplains, or both, and besides, reformatories and discharged prisoners' aid societies also sent delegates.

So that by the very composition of the Congress, it is apparent not only that it well deserved its name of International, but also that the delegates were persons informed on prison matters. It was not a gathering of visionaries, but of men of practical experience. Not only were there the forty delegates from British prisons, and the sixty members of boards of visiting justices, but also many of the European delegates were directors and inspectors of prisons. The Congress, meeting on the 3d and separating on the 13th, had really but eight working-days. And this short time in which to review from so many directions the many and difficult questions covered by the programme, was virtually diminished by the necessity of translating speeches delivered in English and French, and occasionally German.

The programme was "framed on the principle of considering first, questions relating to the criminal before conviction; second, questions relating to the prisoner during the time of imprisonment; third, questions relating to the discharged prisoner." But it was found impracticable in the short time that the Congress could stay together, to have any thorough discussion of the twenty heads into which these three divisions were subdivided, especially in view of the interest manifested in the supplementary question, as to the relative advantages of the various penitentiary systems,—separate, cellular, &c.

The various discussions from day to day, brought out much information from many countries, which, when the volume of "Transactions" appears, will be readily accessible, and of great permanent value. The different views presented by men of experience on such topics as prison labor, prison punishment, the classification of prisoners, prison education, reformatories for the young, refuges and homes for discharged prisoners, training of prison officials, habitual criminals, prison systems, in all their variety and detail, are well worthy of study by those who realize that there is anything to be learned from the experience of others.

From the composition of the Congress, it was not to be expected that any definite votes or authoritative expressions could be had. Indeed, certain of the European delegates were distinctly forbidden to commit their governments by

any formal assertion, and therefore the declaration of principles made by the committee of arrangements in their final report, and adopted by the Congress without a dissentient vote, has all the more value.

The declaration of principles was as follows :—Recognizing as the fundamental fact, that the protection of society is the object for which penal codes exist, and the treatment of criminals is devised, the committee believes that this protection is not only consistent with, but absolutely demands, the enunciation of the principle that the moral regeneration of the prisoner should be a primary aim of prison discipline. To attain this aim, hope must always be a more powerful agent than fear, and hope should therefore be constantly sustained in the minds of prisoners by a system of rewards for good conduct and industry, whether in the shape of a diminution of sentence, a participation in earnings, a gradual withdrawal of restraint, or an enlargement of privilege. A progressive classification of prisoners should, in the opinion of the committee, be adopted in all prisons.

In the treatment of prisoners, all disciplinary punishments that inflict unnecessary pain or humiliation should be abolished; and the penalties for prison offences should, so far as possible, be the diminution of ordinary comforts, the forfeiture of some privilege, or of a part of the progress made towards liberation. Moral forces and motives should in fact be relied on, so far as is consistent with the due maintenance of discipline, and physical force should be employed only in the last extremity.

But in saying this the committee is not advocating unsuitable indulgence, which it believes to be as pernicious as undue severity. The true principle is to place the prisoner—who must be taught that he has sinned against society and owes reparation—in a position of stern severity, from which he must work his own way out by his own exertions. To impel a prisoner to this self-exertion should be the aim of a system of prison discipline which can never be truly reformatory unless it succeeds in gaining the will of the convict. Prisoners do not cease to be men when they enter the prison walls, and they are still swayed by human motives and interests. They



must, therefore, be dealt with as men ; that is, as beings who possess moral and spiritual impulses as well as bodily wants.

Of all reformatory agencies religion is the first in importance, because it is the most powerful in its action upon the human heart and life. Education has also a vital effect on moral improvement, and should constitute an integral part of any prison system. Steady, active, useful labor is the basis of a sound discipline, and at once the means and test of reformation. Work, education and religion are consequently the three great forces on which prison administrators should rely. But to carry out these principles, individualization becomes essential ; prisoners, like other men, must be treated personally, and with a view to the peculiar circumstances and mental organizations of each. The committee need not say that to carry out such views prison officers are required to believe in the capacity of prisoners for reformation, and enter heartily into that work.

They should, as far as possible, receive a special training for their duties, and should be organized in such a gradation of rank, responsibility and emolument as may retain experience and efficiency in the service, and lead to the promotion of the most deserving.

But if a sound system of prison discipline be desirable, it is no less expedient that the prisoner on his discharge should be systematically aided to obtain employment, and to return permanently to the ranks of honest and productive industry. For this purpose a more comprehensive system than has yet been brought to bear seems to be desirable.

Nor can the committee omit to say that it is in the field of preventive agencies—such as general education, the establishment of industrial and ragged schools, and of other institutions designed to save children not yet criminal, but in danger of becoming so—that the battle against crime is in a great degree to be won. In this, as in the general question of the reclamation of the guilty and the erring, the influence of women devoted to such work is of the highest importance ; and the committee rejoices that this Congress has had the advantage of the presence and counsel of many ladies whose practical acquaintance with prisons and reformatories has given weight to their words, and whose example furnishes hope for the future.

Lastly, the committee is convinced that the systems of criminal statistics now in force stand in urgent need of revision. Greater uniformity should be secured, and means taken to insure a higher standard of accuracy and trustworthiness in this branch of the statistics of different counties. For this purpose the committee has taken upon itself to appoint a permanent international committee to communicate with the various governments, and to draw up a uniform scheme of action.

This committee consists of the following gentlemen:—Dr. Wines (Chairman), M. Beltrani-Scalia, (Secretary), Dr. Frey, Dr. Guillaume, G. W. Hastings, Esq., Baron Von Holtzendorff, M. Loyson, M. Polls, Count Sollohub, M. Stevens.

It is, it will be noticed, right in the line and light of these principles that I urge the adoption of a district system in place of the county system.

I believe that in order that "the moral regeneration of the prisoner may be a primary aim of our prison discipline," that "education may constitute an integral part of our prison system," that "our prison officers may believe in the capacity of prisoners for reformation, and enter heartily into that work,"—some very great and decided change is necessary, and know of no better plan than the one suggested.

The Irish prison system I examined through repeated conversations with Mr. Murray and Captain Barlow, the directors of convict prisons for Ireland, and by inspection of the Mountjoy male prison, Mountjoy female prison, Spike Island prison and the intermediate prison at Lusk.

The distinctive feature of this system is the thoroughness of the arrangements by which the prisoner may work his own way out of the "position of stern severity," in which at first it places him. It should be premised that this system in Ireland is in operation only in the convict prisons, which correspond to our state prison in the grade of crime and length of sentence,—in the male prisons the shortest sentence being five years and in the female prisons three.

The well-behaved male convict passes regularly through the first stage of his imprisonment at Mountjoy, the second at Spike Island, the third at Lusk.

From Lusk he is discharged before the expiration of his

original sentence, to be during its remainder under special police supervision,—obliged to report himself every month, and liable upon misconduct, without an actual offence, to be recommitted to prison under the original sentence.

The well-behaved female convict passes the two first of these stages at Mountjoy, and the third in a refuge.

A male convict goes first to Mountjoy, where he spends eight months, and if ill-behaved he may spend twelve in a cell,—working, eating and sleeping there; going out once a day for an hour's exercise in the open air, and on Sundays to religious service.

From Mountjoy he is sent to Spike Island, and with him a record, covering his register number, name, age on conviction, crime, sentence and date of conviction, particulars relative to former convictions, information received relative to character in jail and before conviction, conduct and character, and period passed in separate confinement, misconduct and punishments at Mountjoy.

At Spike Island he has better food, and is in his cell only at night,—working by day at hard labor in companionship. Here he is marked regularly, in three respects,—behavior, school, industry; and by his marks, his advance from class to class is regulated, and on his arm he wears a badge showing his class and condition.

There are four classes here. A convict rising from one to another on good behavior gains additional privileges.

The length of time spent in this prison depends upon the behavior of the convict; with a five years' sentence the shortest possible stay on good behavior is two years and nine months; with a ten years' sentence, six years and eight months. But upon bad behavior the whole sentence may be exacted in this prison.

When a prisoner has gained the necessary number of good marks, he is transferred to the intermediate prison at Lusk. And this is really not a prison, but a farm. The convict is in a condition intermediate between confinement and freedom. He is not locked up, night or day; he works with his fellows during the day-time on an open farm. He may run away if he choose; but if he runs away, in all human probability he will be retaken, and if retaken he goes back to Mountjoy.

There are no punishments at Lusk. Misbehavior, violation of the few rules that regulate his conduct, result in his going back to Mountjoy. His privileges here are, for a convict, very great; he is allowed a small sum for wages, which he may spend as he pleases. At Spike Island a convict is punished for stooping down to pick up a piece of tobacco; at Lusk he is allowed to buy tobacco.

Besides the farm-work, there is at Lusk a school; and for religious service the convicts attend the parish church of the village. From Lusk, the convict, after a stay of from six months to a year and four months, is discharged on license, and until the expiration of his whole sentence he is under special police supervision.

The longest period of remission on license is, for a five years' sentence, one year and one month, leaving three years and eleven months in prison; for a fifteen years' sentence, longest period of remission on license is three years and seven months, leaving eleven years and five months in prison.

During the whole period of his imprisonment, the convict knows that advance to the next higher class is hastened by good behavior, and retarded by misconduct. He has not only an interest in, but a power over, the length of his imprisonment. And while there is an undoubted tendency in this system to make good prisoners, in distinction from good men, yet the establishment at Lusk, which can hardly be called a prison, bears perpetual witness that these convicts have learned to control themselves. And the long and severe prison-life they have led, gives security to society, that, having power to control themselves, they will in the future for their own sake.

The school-system of these prisons is thorough, every prisoner being required to reach a certain degree of knowledge.

The exactness and precision of the record kept of each prisoner's conduct, and the dependence of his future upon that record, demand intelligence and fairness on the part of subordinate officers. Great care is exercised in appointments, however, and without doubt substantial justice is done in the marking.

At the Congress in London, great praise was given to this

system, begun by Capt. Maconochie, at Norfolk Island, but matured and put in operation in the Irish convict prisons by Sir Walter Crofton.

If the question is asked, How far may this system be adopted in our prisons?—the answer is, That of course it is inapplicable to short sentences. But if in case of repeated offenders the sentences are lengthened in accordance with suggestions made, there will be room to adopt, and reasons for adopting, the essential idea of the system, that the convict shall, by good behavior, alleviate the rigors and shorten the term of his imprisonment. We have already, in case of sentences of longer than four months, the shortening of the term. (See sect. 47, chap. 178, Gen. Stat.)

There is now, however, no discrimination made in this regard, except that those who have been punished lose this diminution; those who have not received it. But beyond this, by a well regulated and carefully administered system of gradation, founded on marks of good behavior, diligence in work and at school, there might much be done to teach the convict the value of well-doing.

The Mountjoy prisons, both male and female, were conspicuous for their neatness, cleanness and thoroughness of discipline and order. The cells in the male prison, and those in the female prison, where occupants work in the cell, are 10 by 13 feet on the floor, and 12 feet high. Those in the female prison, whose occupants work in a work-room, and only eat and sleep in the cell, are 5 by 10 on the floor, and 12 feet high.

Of the prisons visited in England, no one gave on the whole a better impression than the Bedford County jail, Robert E. Roberts, governor. This is a prison which corresponds in number, grade of offences and length of sentences, with our larger houses of correction. There were last year 414 commitments, and an average of about 100 prisoners in the jail at a time. Length of sentences, from one day to seven years. The prison proper is in the form of a cross, with cells 8 by 12 feet on the floor, and 10 feet high. Convicts sentenced to hard labor are in compliance with law for three months put upon unproductive labor, either "crank-work," or shot-drill. The crank-work is simply turning a

crank from 13,000 to 17,000 times a day. The crank is so weighted as to require an effort to turn it. The machine registers itself, and when the allotted number is reached rings a bell. It is just getting so much work out of a man and spending it to no purpose. The shot-drill is carrying a 24-pound shot from one post to another, and then carrying it back again. This, for twenty minutes at a time, and then for twenty minutes beating oakum, and then carrying the shot as before, and so on through the day.

The idea of this requirement of the English law is that the criminal should first be punished in such a way as to secure the greatest deterrent effect. In many of the English prisons the tread-mill is still in use. There was at the Congress much objection expressed to this plan of unprofitable labor, and though there were not wanting Englishmen that defended it, yet the general impression was against it.

After the three months of "hard labor" has passed in Bedford jail, the convicts are put at mat-making and weaving. The labor is generally done in the cells, and is so well managed as to bring a profit of nearly \$4,000 a year, which is much above the customary earnings of English county prisons.

The governor sees and speaks to every prisoner each day. By a system of badges for good conduct is determined the amount of gratuity a prisoner receives on his discharge.

The prison was neat and clean in every part, and attracted attention by the entire absence of black paint. The walls and doors and bars were painted white or gray, or some light color. The same thing was afterwards noticed in Holloway prison, in London. A prison is gloomy and cheerless enough at best,—why should the doors and bars be painted black? As in all English prisons, where work is done in cells,—all prisoners at Bedford, who have got beyond crank-work and shot-drill are exercised by walking an hour a day in the open air.

It is not uncommon in England for prisons for women to be under the entire charge of women. I visited several such. Among them the Fulham prison for female convicts near London seemed to me a particularly good prison. It has capacity for about 300 prisoners; the number on the day of my visit was 260.

The mark-system is adopted, and by good behavior the women advance from one class to another. After retaining their places in the first class a specified time, they are transferred to some refuge for the last six months of their sentence. The quietness and general cheerfulness of the prisoners was noticeable, as was the thorough neatness and cleanliness of the whole establishment. The superintendent at Fulham affords a conspicuous instance of the capacity of women to govern and control a large prison for women. She gives, not only her time, but her heart, to the work; and while she has a full staff of matrons and assistant matrons, yet she knows personally every one of her prisoners,—seeing each every day, and individualizing the treatment of every one.

The prisons in Belgium and France which I visited, three in Belgium and six in France, presented nothing of value that we have not already in our prisons. The Belgian prisons are on the solitary system, the convicts living in solitude, working and eating, as well as sleeping, alone. The French prisons, by the sensible plainness of their exterior walls, raise the question, When will the fitness of things overcome the desire of display in the minds of those who plan prisons in America? The outside walls of the *Maison de la Santé*, one of the newest prisons in Paris, built five years ago, and holding 1,600 convicts, are of cobble-stone.

The interest manifested in the Prison Congress in the subject of care for discharged prisoners, and as well of prevention of crime by looking after neglected children, was very great.

The *Société du Patronage les Jeune Detenus*, in Paris, does a very good work,—somewhat analogous to that accomplished by the Visiting Agent of the Board of State Charities with us. It receives boys who have been convicted of some petty crime, and by sentence of court are put in its charge. It apprentices them to some trade, putting them in the family of those to whom they are apprenticed, and follows them carefully, receiving frequent reports. On Sundays the boys come to the home,—a plain unpretending building, where, after the French fashion, the boys attend to devotion in the morning in the chapel, and to amusement in the afternoon in the gymnasium. The society provides the boys with clothes, and acts in the place of parent. If any boy abuses his quasi-

liberty, he is put at once in prison. There are some 250 boys under the charge of this society, and it is undoubtedly doing much good.

It carries the "family system" to its completest point. Every boy is in a family, and each one separate from other vicious boys.

The Red Hill Reformatory, Surrey, England, is a very successful farm-school for boys convicted of crimes. Here there is a division of the 307 boys, with six families, each family distinct and in a separate building. All come together once a day in the chapel. Only boys warranted to be bad boys are received, and none on a sentence shorter than three years, though some are discharged sooner on good behavior. The boys are taught in school three or four hours each day, and work at trades as well as on the farm. Emigration is a favorite method of disposing of good boys on their discharge.

At Ruysillide, near Ostend, in Belgium, I visited a very excellent reformatory, carried on by M. Eugene Poll, on the congregated plan. It is, like Red Hill, a farm-school. There were 522 boys there that had been gathered by the police from the streets throughout Belgium. They are received from one year old or less to eighteen, and stay from three months to eight or ten years.

The Director, M. Poll, showed himself to be eminently fitted for his place, and is exerting an immense influence for good.

The strongest impression made on my mind by visits to prisons and reformatories, is, perhaps, the importance of the position of prison-master. It was so evident, on comparison of different institutions, that the vital thing that gave complexion and tone to everything in and about the establishment was the character of the governor or keeper. Again, I was impressed during my inspection of the prisons of England by the similarity of convicts there and here in general appearance. Of the recognized criminal class in England, I saw in prison many specimens; but there was no new type or feature among them. We have the same thing here in Massachusetts. I went into some of the worst parts of London, and saw the criminal class in their lodging-houses, but found nothing worse than I had already seen in Boston; so



that it appears to me, we have all the elements of the prison problem, and need make every effort to deal thoroughly with it. It is a favorite saying that you must lift from the bottom, would you raise permanently any part of society; and to do this is the wise effort of various philanthropic movements of the present day. Plainly, then, it is the duty of our commission to lay before the legislature any suggestions it can that may help the State take its rightful share of the great work resting upon society; and than that work society has to-day no duty more important or more pressing, since it is nothing less than to raise itself through God's favor from sin and shame and suffering, to purity and peace and power.

JOSHUA COIT, *Secretary.*

## REMOVALS.

The Commission has caused the following removals of prisoners during the year 1872 :—

## TO NEW BEDFORD.

Women Removed.	Date of Removal.	Men.	Women.
From Plymouth, . . .	Feb. 24, . . .	1	—
“ “ . . .	March 15, . . .	1	—
“ “ . . .	April 17, . . .	1	—
“ “ . . .	June 8, . . .	1	—
“ “ . . .	“ 13, . . .	1	—
“ “ . . .	July 19, . . .	1	—
“ “ . . .	Aug. 15, . . .	1	1
“ “ . . .	“ 24, . . .	1	—

## TO EAST CAMBRIDGE.

From Dedham, . . .	January 18, . . .	—	2
“ “ . . .	September 13, . . .	—	2
“ “ . . .	December 12, . . .	—	2

## TO WORCESTER.

From Springfield, . . .	March 28, . . .	—	2
“ “ . . .	June 18, . . .	—	1
“ “ . . .	October 8, . . .	—	1

Whole number of removals, . . . . . 19

## TABLES.

Attention is called to Table No. 1, appended to this Report, and to the fact that the excess of cost over labor has again been reduced in most of the county prisons, as it was last year; the exceptions being this year,—Lawrence, which last year went down from \$94.01 to \$78.80, and now goes up to \$101.58,—East Cambridge, Greenfield and Plymouth; and in each of these three cases the actual outlay was less, but the expense per prisoner was caused by a smaller average number of prisoners.

In six of the prisons the cost per prisoner was less, and

the earnings per prisoner greater. These are,—Pittsfield, Fitchburg, Dedham, Springfield, New Bedford and South Boston. At Ipswich less earnings were overbalanced by less cost. At Worcester greater cost was outmatched by increased earnings.

The jails, all but Boston and Salem, show less cost per prisoner than last year.

The net result of the reductions for two years show as follows :—

In 1870, the average number of prisoners in jails

and houses of correction, was	.	.	.	1,711.77
And the balance against them was	.	.	.	\$175,466 46
In 1871, the average number was	.	.	.	1,800.59
And the balance against,	.	.	.	\$177,522 34
In 1872, the average number was	.	.	.	1,800.69
And the balance against,	.	.	.	\$154,710 58

That is, the average expense, beyond earnings, in all the prisons, was : in 1870, \$102.45 ; in 1871, \$98.59 ; and in 1872, \$85.92.

TABLE No. 1.

PRISONS.	1871.				1872.			
	Number of Prisoners for a year.	Cost of a Prisoner for a year.	Cost, "Labor" deducted.	Earnings per Prisoner.	Number of Prisoners for a year.	Cost of a Prisoner for a year.	Cost, "Labor" deducted.	Earnings per Prisoner.
Edgartown Jail,	0.4	\$802 12	—	—	0.82	\$499 99	—	—
Nantucket Jail and House of Correction,	1.5	254 54	\$245 09	\$9 05	—	137 99†	—	—
Barnstable Jail and House of Correction,	2.89	381 95	—	—	2.99	351 20	—	—
Newburyport Jail,	5.4	366 59	—	—	6.69	308 73	—	—
Taunton Jail,	9.29	364 15	—	—	—	—	—	—
Greenfield Jail and House of Correction,	10.35	379 46	376 27	3 19	4.9	560 06	—	—
Plymouth Jail and House of Correction,	16.49	452 54	—	—	8.69	622 37	—	—
Northampton Jail and House of Correction,	30.74	217 87	169 09	48 78	28.83	223 62	\$153 22	\$69 40
Salem Jail,	43.52	150 33	—	—	44.02	156 12	—	—
Lowell Jail,	44.71	142 22	—	—	50.15	134 63	—	—
Pittsfield Jail and House of Correction,	49.26	219 20	199 65	19 64	83.87	162 01	119 91	42 10
Fitchburg Jail and House of Correction,	68.53	224 83	167 96	56 87	68.91	222 14	148 89	73 25
Dedham Jail and House of Correction,	68.57	214 68	180 49	34 19	74.96	188 59	148 17	39 42
Ipswich House of Correction,	81.25	131 42	99 62	41 80	95.54	123 92	72 13	40 79
Springfield Jail and House of Correction,	83.94	193 04	164 20	28 74	95.83	139 01	100 20	28 81
Lawrence Jail and House of Correction,	105.6	113 61	78 80	34 87	117.59	132 04	101 58	30 46
New Bedford Jail and House of Correction,	109.82	260 07	198 35	61 72	133.44	206 19	110 11	95 98
Worcester Jail and House of Correction,	119.	183 09	145 41	37 58	108.45	189 05	135 35	53 70
Boston Jail,	225.	116 35	—	—	212.42	117 66	—	—
Cambridge Jail and House of Correction,	294.85	111 13	54 76	56 97	283.24	110 03	56 93	53 10
Boston House of Correction,	429.48	174 04	9 30*	183 34	379.35	168 99	20 39*	189 38

† Amount expended.

\* Earnings beyond cost.

TABLE NO. 2.—Nationality, Age and Length of Sentences of Women in Houses of Correction, October 1, 1872.

HOUSES OF CORRECTION.	Whole Number.	NATIONALITY.						AGE.					
		American.	Irish.	English.	Scotch.	Provinces.	German.	Under 20.	20 to 30.	30 to 40.	40 to 50.	50 to 60.	Over 60.
Barnstable, . . . . .	1	1	—	—	—	—	—	1	—	—	—	—	—
Dedham, . . . . .	3	—	3	—	—	—	—	6	—	2	1	—	1
East Cambridge, . . . . .	44	12	26	3	1	2	—	1	11	17	6	3	—
Fitchburg, . . . . .	2	—	1	1	—	—	—	1	—	—	1	—	—
Ipswich, . . . . .	24	6	9	2	2	4	—	3	7	5	7	—	—
Lawrence, . . . . .	20	5	13	2	—	—	—	1	6	7	4	2	—
New Bedford, . . . . .	22	6	11	4	1	—	—	—	4	8	9	—	—
Northampton, . . . . .	4	—	4	—	—	—	—	—	—	2	2	—	—
Pittsfield, . . . . .	4	2	1	—	1	—	—	—	1	2	—	1	—
Plymouth, . . . . .	1	—	1	—	—	—	—	—	—	—	1	—	—
South Boston, . . . . .	92	40	29	10	2	11	—	12	49	25	5	—	1
Springfield, . . . . .	8	5	2	1	—	—	—	2	2	4	—	—	—
Worcester, . . . . .	11	2	9	—	—	—	—	1	4	3	2	1	—
Totals, . . . . .	236	79	109	23	7	17	1	27	84	75	38	8	4

TABLE No. 2.—*Nationality, Age, etc.*—Continued.

HOUSES OF CORRECTION.	Fine and Costs.	LENGTH OF SENTENCE.											
		20 days.	1 month.	2 months.	3 months.	4 months.	5 months.	6 months.	7 months.	8 months.	9 months.	10 months.	11 months.
Barnstable,*	—	—	—	—	—	—	—	—	—	—	—	—	—
Dedham,	1	—	1	1	1	—	—	—	—	—	—	—	—
East Cambridge,	13	—	—	—	9	3	2	12	—	—	—	—	—
Fitchburg,	—	—	—	—	1	—	—	1	1	—	—	—	—
Ipswich,	—	—	—	5	7	2	—	4	—	—	—	—	—
Lawrence,†	—	—	—	3	2	1	—	1	—	—	—	—	—
New Bedford,	6	—	—	4	6	—	—	1	—	—	—	—	—
Northampton,	1	—	—	2	1	—	—	—	—	—	—	—	—
Pittsfield,†	1	—	—	—	—	—	—	—	—	—	—	—	—
Plymouth,	—	—	—	1	—	—	—	—	—	—	—	—	—
South Boston,	3	—	—	10	5	19	—	22	—	—	—	—	—
Springfield,	—	—	—	4	2	—	—	—	—	—	—	—	—
Worcester,*	—	—	2	—	—	—	—	—	—	—	—	—	—
Totals,	25	1	11	31	34	25	2	40	—	2	1	3	—

\* Not given.

† Four not given.

‡ One not given.

TABLE No. 2.—*Nationality, Age, etc.—Concluded.*

HOUSES OF CORRECTION.	LENGTH OF SENTENCE—Con.												Average Sentence. Months.		
	1 year.	18 months.	23 months.	2 years.	28 months.	29 months.	30 months.	3 years.	4 years.	5 years.	6 years.	8 years.		Life.	
Barnstable,*	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2.50
Dedham.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	5.96
East Cambridge.	—	1	—	—	—	—	1	—	—	—	—	—	1	—	4.50
Fitchburg.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	8.12
Ipswich.	2	1	—	1	—	—	—	1	—	—	—	—	—	—	1.60
Lawrence,†	—	—	—	—	—	—	—	—	—	—	—	—	—	—	10.60
New Bedford.	1	—	—	—	—	—	—	—	—	—	—	1	1	—	4.66\$
Northampton.	—	1	—	—	—	—	—	—	—	—	—	—	—	—	4.66
Pittsfield,‡	—	—	—	—	—	—	—	—	—	—	—	—	—	—	6.50
Plymouth.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2.
South Boston.	6	6	1	7	1	1	—	5	1	2	1	—	—	—	12.10
Springfield.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2.
Worcester,*	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Totals.	9	9	1	8	1	1	2	6	1	2	1	1	2	—	—

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\* Not given.

**† Four not given.**

**† One not given.**

**§ Omitting the one eight-year sentence.**

TABLE No. 3.—Crimes and previous Commitments of Women in the Houses of Correction, October 1, 1872.

HOUSES OF CORRECTION.	Whole Number.	CRIMES.														Escaping House of Correction.	Common nuisance.	Fornication.	Night-walker.	House of ill-fame.	Forcibly committing a person.	Receiving stolen goods.
		Drunkenness.	Common drunkard.	Larceny.	Assault.	Battery & Brawl.	Adultery.	Lewd conduct.	Disturbing the peace.	Disorderly house.	Vagrancy.	Violating law.	Arson.	Murder.	Idle.							
Barnstable,	1	—	1	—	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Dedham,	3	1	1	1	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
East Cambridge,*	44	14	12	8	3	—	—	1	2	—	1	1	—	1	—	—	—	1	—	—	—	—
Fitchburg,	2	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Ipswich,*	24	3	5	5	3	1	1	1	1	1	—	—	1	—	—	—	—	—	—	—	—	—
Lawrence,	20	9	1	4	1	—	2	1	—	—	1	—	1	—	—	—	—	—	—	—	—	—
New Bedford,†	22	10	2	2	2	—	1	—	1	2	—	—	—	—	—	—	—	—	—	—	—	—
Northampton,	4	2	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Pittsfield,	4	2	—	—	—	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Plymouth,	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
South Boston,†	92	3	1	38	5	—	1	4	2	—	—	—	—	—	22	—	—	2	21	2	1	3
Springfield,	8	5	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	2	—	—	—	—
Worcester,	11	7	1	1	—	—	—	—	—	—	1	—	—	—	—	—	—	1	—	—	—	—
Totals,	236	56	24	62	14	2	6	7	6	3	4	2	3	2	23	2	2	7	22	2	1	3

\* One remaining for two different crimes.

† Two remaining for two different crimes.

‡ Nine remaining for two crimes, and two for three.



TABLE No. 3.—Crimes and previous Commitments, etc.—Concluded.

HOUSES OF CORRECTION.	NUMBER OF TIMES COMMITTED BEFORE.													
	1	2	3	4	5	6	7	9	10	11	14	17	19	20
Barnstable,	-	1	-	-	-	-	-	-	-	-	-	-	-	-
Dedham,	-	1	-	-	-	-	-	-	-	-	-	-	-	-
East Cambridge,*	5	7	2	1	1	1	-	-	-	1	-	1	-	-
Fitchburg,	-	-	2	-	-	-	-	-	-	-	-	-	-	-
Ipswich,*	5	1	2	2	-	-	-	-	-	-	-	-	-	1
Lawrence,	5	5	2	-	2	1	-	1	-	-	1	-	-	-
New Bedford,†	6	3	1	3	1	1	-	-	-	-	-	-	-	-
Northampton,	-	1	2	-	-	-	-	-	-	-	-	-	-	-
Pittsfield,	1	-	-	-	-	-	-	-	-	-	-	-	-	-
Plymouth,	-	-	-	-	-	-	-	-	-	-	-	-	-	-
South Boston,†	14	14	4	-	-	2	1	-	-	-	-	-	1	-
Springfield,	1	1	-	-	-	-	-	-	-	-	-	-	-	-
Worcester,	3	-	-	2	-	1	-	-	1	-	-	-	-	-
Totals,	40	34	13	8	4	6	1	1	1	1	1	1	1	1

\* One remaining for two different crimes.

† Two remaining for two different crimes.

‡ Nine remaining for two crimes, and two for three.







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THIRD

ANNUAL REPORT

OF THE

Massachusetts -

^ Commissioners of Prisons.

JANUARY, 1874.

BOSTON:

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1874.

1874, May 28.  
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of Boston.  
(H.U. 1851.)

## Commonwealth of Massachusetts.

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*To the Honorable Senate and House of Representatives in General Court assembled.*

The Commissioners of Prisons submit the following Report :—

The Board of the Prison Commissioners is not now full. Two vacancies have been made during the year, only one of which has been filled. STEPHEN W. BOWLES, M.D., of Springfield, was appointed to take the place of H. G. HERRICK, Esq., whose term of office expired on the first Wednesday of July. Rev. D. P. NOYES resigned in the month of October, and his place remains vacant. The Commission, then, consists of J. W. CANDLER, Esq., *Chairman*, STEPHEN W. BOWLES, M.D., and JOSHUA COIT, *Secretary*. The Advisory Board remains the same as at the first. Its members are : Miss H. B. CHICKERING, of Dedham, Mrs. H. F. DURANT, of Boston, and Mrs. N. A. LEONARD, of Springfield.

During the year the county prisons have been visited and inspected, and some removals have been made of women from one house of correction to another. The endeavor has been continued to secure the establishment of schools in some of the larger prisons.

The expenses of the Commission for the year 1873 have been as follows :—

Salary of the Secretary, . . . .	\$2,000 00
Travelling expenses of Secretary, . . . .	166 90
Travelling expenses of other members of the Commission and Advisory Board, . . . .	255 10
Stationery and postage, . . . .	36 22

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\$2,458 22



The condition of the jails and houses of correction remains much as it was last year, so far as general plan and system are concerned. The drunkard and the burglar are still side by side with the vagrant and the thief, on the right hand and the left. There are "gentleman prisoners" to be found, who have special, unwarrantable privileges. In one instance, a common man died in the corridor, while the room designed for a hospital-room was occupied permanently by prisoners whose feelings and friends and circumstances were such that it was not thought best to put them in a cell with ordinary prisoners.

The degree of that part of punishment styled in the sentence "hard labor," varies still, according to the traditions of each house of correction. In South Boston it is hard labor in downright earnest; each convict doing his stint of labor, not every one the same, but every one what it is believed he can and ought to do. This stint having been ascertained, the man or woman is kept to it by force of discipline.

In Pittsfield, it is doing a specified stint, which was, in October, such that some men could get through it at 3, and others at 6, P. M. One man could finish the stint by 11, A. M. After each had done his task, he was allowed to remain in the workroom and talk quietly with others who had done theirs. So that, looking in at the room at say 4, P. M., on an October afternoon, you would see half of the men sitting about in groups of two or three, in quiet, pleasant conversation.

In Northampton, it is working with eight or ten or fifteen others in a room, with no overseer for much of the time, for the overseer is also the turnkey. The keeper of the jail and master of the house of correction is also sheriff of the county, and is compelled, by official duty, to be absent from the prison much of the time. When he is absent, the overseer and turnkey can only be in the workroom so much of the time as his various other duties about the jail and house of correction permit. He answers the bell to the outside door; is, of necessity, much in the office, where he is separated from the workmen by the length of a passageway and by a thick door.

In other houses of correction, with the exception of a few of the smaller ones, to wit,—Greenfield, Barnstable, Nantucket, where there is no work done,—the meaning of the term “hard labor” varies between the extremes, according to the traditions of each prison. In almost every case, the fact that this thing has always been done, and that thing has never been done, is a very strong reason for still doing this, and for objecting strenuously to that. The masters and keepers have occupied positions of responsibility and trust, many of them for many years, and have settled themselves down upon certain ways of fulfilling their duties, and they are incredulous as to there being any better way. Nor is there anything strange in this. Any other honest and intelligent men would be, and would chafe a little at outside suggestions. Any other set of men, placed as these officials have been, in the different county prisons, with the same independence and power, would develop the same or similar differences and inequalities. It is not the masters and keepers with whom we find fault, but with the system, or lack of system, under which broad and unjust inequality exists; so that a thief in one house of correction works hard, as he should; in another, he is fed and clothed and kept comfortable, and does nothing, and the financial exhibit is \$192,000 excess of cost over earnings. The average sum earned by the house of correction prisoners last year was \$100.16 per prisoner; whereas, at South Boston, the sum earned was \$179.31. Leaving out South Boston, and the earnings per prisoner per year is \$62.76.

It is still found impracticable to classify prisons by removal from one prison to another, except by moving women convicts from houses of correction where there is no suitable provision for their work and discipline, to others where regular work and matrons are provided.

The difficulties in the way of establishing schools in the larger prisons are considered still insuperable.

During the year, the new jail at Taunton has been completed and occupied. This jail has cost, as it was surmised in our last report that it would, more than the \$125,000 provided, and the county of Bristol will be obliged to furnish some \$15,000 on its account. It is a well-built jail, on the

whole, well planned, though the cells for women are more strongly and expensively built than is necessary. There is no good reason why a cell in which a woman—or man either, for that matter—who is a common drunkard or vagrant is to be confined, should be burglar-proof, or cost \$1,000. The cells for women in this jail are as strong as those for men. Above the women's cells is a large and airy hospital room, which seems to be unnecessarily disfigured by a row of iron rods from floor to ceiling, at a distance of about three feet from the outside of the room, giving it the appearance of a cage. This is not only a disfigurement, but an absolute injury to a room for the sick. The ventilation of the building is very well provided for, and the workmanship is thorough, the arrangements excellent. It is a question whether the building is not larger than the probable needs of that part of the county.

At Worcester, the rebuilding of the jail and house of correction is completed. Of the old prison, only the north or women's wing, with its 42 cells, remains. To the dwelling-house, a new part (26 by 57 feet) has been added. In the intersection of the cross, formed by the wings and the dwelling-house, is the guard-room (41 by 48 feet, and 20 feet high) with fire-proof flooring, and having a view of the interior and exterior of the prison wings. Under the guard-room, and occupying the same area, is the kitchen for the prison, 9½ feet high. Over the guard-room is an opening for skylight, with four hospital-rooms and a poor debtor's room in the tower.

In the right arm of the cross is the chapel, the whole size of the wing, 70 by 37 feet on the third floor. Below it, this, the south wing, is divided into two parts, lengthways, by a deafened brick wall; in the rear part is the jail, three tiers of eight cells each. In the front part of this wing are laundry and jail-office, and a sitting-room and bedroom for turnkey and watchman.

The east wing is 127 by 37 feet, with 128 cells, in four tiers for prisoners. In the basement are 16 bath-tubs. The corridor and cell-floors are made of stone. Each cell-floor of one stone, from the North River Bluestone quarries. The cells are six by seven feet, and nine feet high. At the east end

of this wing, and at right angles to it is the workshop wing, 40 by 95 feet. In the basement are store-rooms and eight solitary cells. In the first story are stock store-rooms for the work-room above, and also repair shops. The work-room floor is on a level with the first gallery of the prison wing. The work-room is 38 by 94 feet, and 17 feet high, and is a light, pleasant, well-ventilated shop. The yard has a high wall around, and incloses the steam-boilers, which are sufficiently large to furnish power to the shop, if necessary. The prison wings are fire-proof, the covering being an iron-trussed roof, covered with corrugated iron sheets. Each cell, except the solitary, is furnished with a water-closet, and great pains have been taken to secure thorough ventilation in cells as well as corridors. The cost of the alterations and rebuilding has been \$290,000. The prison has now 194 cells, besides eight solitary, and four hospital-rooms. It has been thoroughly constructed, and is well arranged in every part.

At East Cambridge, the new jail is complete, and was first used in June. It is commodious and thoroughly built, and cost, with the keeper's house, \$120,000. These prisons have been built by the different county commissioners, according to their best judgment. In each case the expense has been greater than was necessary, for in each case the cells in which common drunkards and vagrants are to be confined have been made burglar-proof. A thorough system would have saved the people of the State many thousand dollars in the building of the recent prisons at Pittsfield, East Cambridge, Taunton and Worcester.

The county of Dukes is building a jail at Edgartown.

The county commissioners of Essex have made contracts for an addition to the prison at Lawrence, which, when complete, will double the number of cells and give a fine work-room. There ought to be some wiser and better provision made for the jail prisoners at Salem and Newburyport. The present way in these two jails combines the largest probability of corruption with the smallest possibility of reformation. It is doubtful whether this result could be attained in any other way so surely, as by putting four or five men in a room together, day and night, with nothing to do, and no one to see them when they do nothing.

Early in the spring the directors of the public institutions in Boston made an important change in regard to the return to the city of discharged prisoners from Deer Island. Formerly such persons came up by boat in the afternoon, and during the winter months did not reach the wharf till dark. The new arrangement is for the boat to go down at 9, A. M., and return immediately with the discharged prisoners for the day. And not only this, which of itself is a great improvement, but further, the directors have arranged for a lady who is specially fitted for the work, to go on the boat and meet discharged women with offers of kind services. She is empowered to furnish means whereby they may reach their friends, or if they are friendless and homeless, she conducts them to any one of the asylums or homes provided by the charitable, which they may desire or be willing to go to. So that it can no longer be said that these women are thrust out of prison, with no provision for their immediate necessity or no hand to help them.

	Number of Cells.	Number of Prisoners on a certain day in 1872.	Average No. of Prisoners during year.	Cells for Women.	Average No. of Women, 1872.
South Boston House of Correction,	472	542	465.65	182	79.28
East Cambridge House of Correction,	313	257	233.79	80	33.76
Boston Jail, . . . . .	240	254	195.6	—	30.
Springfield, . . . . .	189	125	109.36	29	11.76
New Bedford House of Correction,	147	176	132.95	40	22.19
Worcester, . . . . .	—	—	—	—	—
Ipswich, . . . . .	130	136	101.37	45	14.60
Dedham, . . . . .	108	85	73.46	36	3.65
Pittsfield, . . . . .	96	85	79.28	24	6.09
Northampton, . . . . .	90	31	25.37	23	2.42
Lowell, . . . . .	84	64	53.	15	12.44
Fitchburg,* . . . . .	81	99	83.89	—	3.14
Taunton,† . . . . .	64	40	—	—	—
Lawrence,† . . . . .	60	141	129.41	—	23.99
Plymouth, . . . . .	32	21	17.70	8	1.99
Greenfield, . . . . .	32	8	4.	8	.16
	Rooms.			Rooms.	
Salem, . . . . .	13	59	47.16	2	4.66
Barnstable, . . . . .	8	9	4.12	—	.43
Newburyport, . . . . .	8	8	7.21	—	.65
Nantucket, . . . . .	8	—	—	—	—
Edgartown, . . . . .	4	4	.58	—	.09

\* Exceptionally crowded because of rebuilding at Worcester.

† Has been in use only part of the year.

‡ Double cells.

PRESSING NECESSITY OF INCREASED ACCOMMODATION IN  
OUR COUNTY PRISONS.

Attention is called to the table on page 8, which shows in the first column the actual number of cells in the different prisons; in the second, the highest number in prison on any one day; in the third, the average number of prisoners during the year; in the fourth column the number of cells for women; and in the fifth, the average number of women prisoners during the year.

It will be seen, by comparing the number of cells with the highest number of prisoners on one day, that South Boston, Boston jail, New Bedford, Ipswich, Fitchburg and Lawrence have been during the year more than full, the total excess being 150, allowing two prisoners to each of the cells at Lawrence, which are double. And the neighboring prisons have all been so full that no transfers could wisely be made.

But this does not show the greatness of the necessity for increased accommodation, for in these prisons the women's wing has not been full. The pressure has been, and is, upon the part of the prisons appropriated for men. At East Cambridge house of correction, where there appears an excess of room, 313 cells, with 257 as the highest number of prisoners; 80 of these cells are in the women's prison, with but 30 to 40 women prisoners: so that, so far as the men are concerned, you have 223 cells with say 217 men, which is not a sufficient accommodation. Take here the average number, and you have 223 cells for men and 200 men.

At Ipswich, of the 130 cells, 45 are in the women's part of the prison, leaving 85 cells for men. The highest number was 136 prisoners, of which probably not 25 were women, leaving 111. The average number was 101.37, of which 14.60 were women, leaving 86.77. It must be kept in mind that provision is needed for the highest number, and not the average number. At Lawrence, the excess of prisoners over accommodation is very great.

At New Bedford house of correction, we have these figures: cells, 147; of these, for women, 40; highest number, 176; of these, say 30 women; leaving 107 cells for men and 146 men for cells. At South Boston: cells, 472; of

these, for women, 182; highest number, 542; of these, say 120 women; leaving, 290 cells for men and 422 men for cells. The prevailing impression, then, that we have prisons enough, if only the prisoners could be properly classified and distributed, is a mistaken one. The only prisons of any size where there is room, are Northampton and Greenfield.

If now you take from the house of correction the women convicts, you at once add to South Boston 180 cells; to New Bedford 40 cells; to Ipswich 45 cells; to East Cambridge 80 cells,—and in other prisons you increase largely the accommodations for men.

So that the expenditure called for by the separate prison for women, will save expenditures that will be inevitable in many cases. The necessity for this expense is upon the people of the State, and must be met. And we claim, that in no way can the pressing necessity for increased accommodations in our county prisons be so wisely met, as by the building a new prison for women. It is a growing opinion that in planning for a new state prison for men, calculations have been made upon too large a scale,—that instead of a prison with 1,000 cells being called for, one with 750 cells would abundantly answer present and future necessities. If this be really the case, then it would be wise to consider more carefully, whether \$1,000,000 be really needed for the new state prison for men. And if it should appear, as we firmly believe it will, that the size of the prison may be wisely reduced to 750 cells, then the appropriation may be reduced in like proportion, and the \$250,000 go for a state prison for women. And this amount will build a prison with many more than 250 cells; for cells for women need not be so expensive as cells for men. Indeed, there is found to be no difficulty in confining women at Bridgewater in lath and plaster-rooms. And a large proportion of the 500 women prisoners may be safely kept in similar rooms. There would be a necessity for only a few cells strongly, expensively built of stone or brick.

#### SCHOOLS IN PRISON.

It has been thoroughly established by the practice for many years in England and this country, that schools in prison,

when wisely conducted, are valuable, not only for the direct instruction afforded, but also for their help in promoting good feeling and discipline in the prison. Few persons outside of prison-walls have any appreciation of the vacant, idle hours passed by our convicts in their cells; few know how heavily these hours pass to those of any intelligence who cannot read, or who have not books or papers; few, but those who have taught adults, know how much of an awakening and occupation it is to a person of mature years to learn to read, or how much it raises such persons in their own esteem.

The difference to a man or woman, in having something valuable and helpful to think of and be interested in, during the hours of restraint in a cell, and having nothing but the fact of restraint to grieve over and the memory of the past life to dwell upon, is immense. And that difference is not only a comfort and blessing to the prisoner, but an advantage to the discipline and good spirit of the prison, and in many cases an ultimate advantage to the community.

Some schools have been established in our county prisons. At Lowell jail there has been, during the year, much interest in the matter; classes of six each were formed, slates and books furnished, and each man recited for an hour on alternate days. There were very few but wanted to attend the school, and those were old.

It has been thought by some that only the brighter, younger prisoners, who had comparatively long sentences, would be apt to profit by a school. This opinion has controlled the school in the Lawrence prison, where there has been good progress made by some of this class. But at Lowell it has been shown that length of sentence was not necessary, for one prisoner,—accused of larceny, but acquitted when he came to trial,—who was in jail but one month, in that time learned to read and write well. When he was committed he could not write his name; at the end of the month he wrote a good hand. He also made fair advance in spelling. When he was discharged he expressed himself as very grateful for the valuable instruction he had received; and, beyond all doubt, he was a better, more quiet, more contented prisoner than he would have been had he spent that month—as he would, had there been no school—in his cell, doing absolutely



nothing, sitting and standing all day, and sleeping as best he could at night.

The Commission, after urging the matter of establishing schools, finally prepared a regulation concerning the matter, and laid it, on November 22, before the Governor and Council, that they might approve, annul or modify the same.

At the same time a regulation concerning jail prisoners was laid before the Governor and Council, and one concerning books and papers in jails and houses of correction. The one concerning jail prisoners had for its object the uprooting of the practice of making unjust distinctions among prisoners that obtains in some of our jails,

The one concerning books and papers explains and justifies itself.

The regulations are,—

### *1. Concerning Schools in Jails and Houses of Correction.*

In every jail and house of correction in the Commonwealth, except these hereinafter named, to wit, the jails at Edgartown and Newburyport, and the jails and houses of correction at Barnstable, Greenfield and Nantucket, a school shall be forthwith established and hereafter maintained, at which secular instruction shall be given upon week-days for six hours every week, to each and every prisoner whose term of imprisonment is for more than twenty days.

### *2. Concerning Jail Prisoners.*

Prisoners sentenced to any jail in this Commonwealth, whether by State or United States authority, if sentenced to "hard labor" or "labor," shall come under the rules and regulations which apply to house of correction convicts; if not sentenced to "hard labor" or "labor," they shall be kept closely confined in their cells, with only such absence for exercise as their health requires: *provided*, that those not sentenced to "hard labor" or "labor" may at any time choose to labor, whereupon they shall come under the rules and regulations which apply to house of correction convicts for the remainder of their term of imprisonment.

Prisoners committed to jail awaiting trial shall be kept in their cells, with only such absence for exercise as their health

requires: *provided*, that the keeper may grant to any such prisoner permission to labor, and said prisoner, on accepting the permission, shall come under the rules and regulations which apply to house of correction convicts.

### 3. *Concerning Books and Papers in Jails and Houses of Correction.*

Every prisoner who can read shall be furnished with a Bible in his or her cell.

No books or papers shall be given to any prisoner until they have been examined and approved by the master or keeper, who is specially enjoined to exclude all of an immoral tendency, and all that give extended accounts of crime or criminals.

On the 9th of December the Secretary had a conference with a Committee of the Council, to whom the matter had been referred. That Committee objected to the regulations concerning schools, and returned it for further consideration on the part of the Commission.

The Commission reviewed the subject in the light of the objections raised, and decided to add to the regulation concerning schools this provision: *provided*, that the keeper or master may, for reasons of safety or discipline, excuse any prisoner from attendance upon school.

On the 17th of December the regulations were returned to the Committee, with the accompanying paper:—

The regulations concerning schools in jails and houses of correction, prepared by the Prison Commission, and submitted by them to the Governor and Council, November 22, having been returned for further consideration in view of certain objections raised by a Committee of the Council, is herewith respectfully submitted again in a new draft.

The Commissioners of Prisons understand that objections are made to this rule,—

1. Because it seems an undue interference with the county authorities.

2. Because it would involve expense.

3. Because it might make trouble with existing contracts.

4. Because it is of itself unwise and impracticable to compel all prisoners to attend school, since some are old and of a

low grade of intellect, and others already know too much to make further schooling desirable.

5. Because a better plan would be to authorize or require the keeper or master to select among the young and hopeful as many as, in their judgment, it would be wise to have attend school.

In reply to these objections they submit :—

1. It is an interference expressly authorized by and contemplated in the Act which created the Commissioners of Prisons. (Acts 1870, chap. 170.)

2. The expense seems to them perfectly warrantable, because it has been already shown by partial experiments in this State and by long-continued trials in other places, that such a school as is contemplated is of value not only to the individual prisoners, who may be made of more worth to the State, but also to the quiet and order and easy government of the prison. At present the percentage of expense in our jails and houses of correction that has the reformation of the prisoner for its object is disgracefully small.

3. Except it shall be judged wise and practicable to take the school hours out of the working-day there will be no interference with existing contracts. Further, all contracts have been made subject to the laws existing at the time they were made, and the law (Gen. Stat. chap. 178, sect. 14) warrants an hour's instruction each evening except Sunday.

4. It is not supposed that decrepit or imbecile prisoners will be put into the school-room any more than that sick or blind ones will be. The theory of having a school is not simply to help a few bright and promising young men to an education, but to fill out the artificial life that the State sets up by necessity in its prisons—to apply mental stimulus of the best possible kind. Many of the old and stupid prisoners, who would be left out of schools, or any selection made by masters or any one else who was selecting scholars, are beyond a question suitable persons to attend chapel worship on Sunday.

In the prison there is supposed to be no intercourse of mind with mind. No variety occurs from day to day, but a dull, uniform monotony prevails. Now the advantage of the school to these dull and stupid ones is that it affords some-

thing for their minds to take hold of and work upon, even though they may not learn to read. Further, Mr. Brockway, for years superintendent of the Detroit House of Correction, in an address made at a recent anniversary of the Dedham Asylum, said that it was remarkable how impossible it was to tell beforehand what prisoners would be helped by mental and moral stimulus and aid. Sometimes with what were regarded as the most hopeful cases you would meet with failure, and again be rewarded with great success in cases that seemed at the start hopeless. So we think it impossible to tell with accuracy who will and who will not be especially helped by the school.

5. In replying to objection 4, this objection has been substantially answered. In the opinion of the Commission it is wise for all to attend school.

On the twenty-ninth of January the regulations were returned; the regulations concerning books and papers in jails and houses of correction and concerning jail prisons approved; the regulation concerning schools not approved.

#### SEPARATE PRISON FOR WOMEN.

On the first day of October, 1873, there were in the nineteen jails of this State 71 women, distributed among thirteen of them according to these numbers—30, 14, 6, 5, 4, 3, 2, 2, 1, 1, 1, 1, 1. There were, on the same day, in the fifteen houses of correction, 216 women scattered among twelve of them according to these numbers—72, 36, 32, 25, 17, 10, 10, 4, 4, 3, 2, 1. But, since our jails and houses of correction, though legally and technically different, are in some thirteen instances in the same place, these 287 women were not quite so widely scattered as would appear. In point of fact they were in nineteen different jails and houses of correction, distributed according to these numbers—72, 37, 33, 30, 25, 23, 14, 13, 10, 6, 5, 4, 4, 3, 3, 2, 1, 1, 1. In six places there were 220 and in fourteen places 67. There were, on the same day, in the House of Industry at Deer Island, 291 women, and in the State Workhouse at Bridgewater, 162 women. In all, the State had under custody that day, as criminals, 740 women, and it had about that number every day in the year—rather more in winter, rather less in summer;

the average number for the year being 701.77. On that same day there were in the state prison at Charlestown 586 men. The average for the year was 578.

By the confession of the county and city authorities, in whose hands the State now leaves most of these offenders against state laws, a very small, an almost unappreciable percentage of these women, come out of prison any more likely to be more useful, less hurtful, members of society than they were before they went in. This confession is supplemented very unmistakably by the patent fact that many of these women are regular habitués of the county house—going in and out with regularity—so that in some cases the number of commitments, or times of imprisonment, runs up to 20, 30, 40. The claim of the Prison Commission is, and has been for three years, that there is a possible and practicable prison system under which many of these women may be so punished and so trained while being punished that many of them will be returned to society so far reformed as to be useful instead of hurtful members thereof. The prison committee of the last legislature reported unanimously in favor of a separate prison for women, as had the prison committees of two preceding legislatures; and His Excellency the governor, in his message to the last legislature, distinctly declared himself to be in favor of a separate prison for women, so that it is with renewed confidence that we present again the recommendation that a separate prison for women be established.

There are certain evils inherent to the present system. These are :—

1. *The intimate association of women of different grades of character and offence.*—This is an evil that is specially noticeable in the twelve smaller prisons, where, because there are so few women prisoners, it is not worth while to have a matron. And generally, the women prisoners sit together through the day, sewing, or work together in the laundry or kitchen. This evil was plainly illustrated at Dedham, where a young girl, falsely accused of purloining a thimble, while awaiting trial, was under not only the influence but the charge, during the daytime, of a woman who was serving a life-sentence for murder.

It is frequently illustrated in our smaller jails and houses of correction. It may be any day in any of the following list : Edgartown, Nantucket, Barnstable, Newburyport, Greenfield, Plymouth, Northampton, Salem, Lowell, Fitchburg, Dedham, Springfield.

2. *The immediate control and management of women by men.*—That there should be a matron in every prison where women convicts are kept, is not too much to demand. But the expense of a matron prevents this where there are but few women. Then, when there are not enough to make it worth while to have a matron, there should be no women prisoners. This evil is not confined to the smaller prisons ; in some of the larger ones, where there are matrons, the women prisoners are locked up at night and unlocked in the morning by men. It is a very serious evil, affecting vitally the whole question of reformation, as will appear when we reflect that the men who thus have the immediate control of these women are almost without exception firmly convinced that reformation is impossible. The whole bearing and demeanor of men with this conviction will inevitably be such as to dishearten any who secretly purpose to lead a better life, and to confirm others who are already discouraged and become reckless. And it may very naturally be even worse than this. Indeed it would be strange if, after months and years of managing such women as are to be found in our prisons, some turnkeys did not become rough and rude and insolent in their words and ways.

3. *The imprisonment of men and women in the same institution.*—In some of our smaller prisons there is no serious difficulty in the way of actual communication between the men and the women. And where direct conversation is difficult, sometimes notes may be passed. Or where these, so far as is known, are stopped, yet the very endeavor to communicate which will always be made, or, at the very least, thought of and planned for, is of itself a serious bar to any helpful reformatory influence. One advantage of the prison-life, in view of an effort to reform, is that it is so distinct and separate from the old life. This advantage is, to a great extent, thrown away where endeavors, even if they be unsuccessful,

for communication with old associates of the other sex are continually made. That was a noticeable statement made by the keeper of the Salem jail, where the men are generally in rooms on the first and second stories, and the women in two rooms on the third story. He said, "When, in court time, I am obliged to have men in the third story, in rooms adjoining the women's rooms, it is almost impossible to keep those men quiet." To be sure, the Salem jail is a very bad one; these rooms, having from four to six in each, afford the most favorable opportunity for unquiet and disturbance, and prevent anything like proper discipline, but still the same unquiet and unrest, in greater or less degree, is a part of the system of having male and female prisoners in the same institution. It may be suppressed and kept under, but it is a difficulty, an unnecessary difficulty, put upon our prison-masters, by this system.

4. *The absence of secular instruction.*—It cannot be expected that the county commissioners will provide a teacher for one woman, or for a dozen. It would be futile to expect them to do it for thirty or fifty women. Yet what we say of schools in prisons in another part of this Report, applies as fairly to women in prison as to men.

5. *The waste of time and money.*—The 72 women at the South Boston house of correction pay, by their work, the expense of their food and clothing and of their government. The 215 women scattered about in eighteen other prisons do not. According to Massachusetts standard it has hitherto taken about 400 prisoners in order to make a prison pay expenses. It need not be so. Mr. Brockway, in Detroit, with 251 prisoners, earned a surplus of \$20,108.32; and again, another year, with 232 prisoners, earned a surplus of \$20,027.50. But it is very evident that with from one to a dozen women no work can be done outside of the prison-work; and that the prison-work can be better done by men, was the testimony of the master of the Springfield house of correction when, for a time, he had no women in that prison. That there must be a waste of the women's time in all of our smaller prisons is inevitable; there are not enough of them to employ profitably. And in this way, not only is the money, value of the women's work wasted, but the reformatory effect

of work is lost, and the opportunity to train these women in some trade or employment by which, when they leave the prison, they may earn an honest living, is wholly thrown away.

These five evils, then,—the intimate association of women of different grades of character; the immediate control and management of women by men; the imprisonment of men and women in the same institution; the absence of secular instruction; the waste of time and money,—are inherent to the present system, and they would one and all be obviated by the establishment of such a separate prison for women as is recommended. The legislature of 1871, by a Resolve, instructed the Prison Commission to report upon the expediency of establishing such prisons (state prisons for women), the number thereof required, description or plans therefor, the probable cost of sites, buildings, furniture and any other matters pertinent to the inquiry. In accordance with that instruction, we presented in our report to the next legislature, that of 1872, plans for a building, and recommended the building of one prison for women at some place within fifteen miles of Boston. We repeated this recommendation last year, and come again with the same now.

It is generally conceded by those who give attention to the subject, that such a prison ought to be established; but quite commonly the first thought is, that among the many jails and houses of correction and workhouses, there can be some one found that will answer the purpose required, so that the expense of a new institution may be avoided. In the hearings before the prison committee last year, the suggestion of the governor touching this matter in his message, that the state workhouse at Bridgewater should be taken for a separate prison for women was followed. That committee reported a bill to this effect, which was passed in the House. In the Senate the prison committee submitted a bill for a new prison, which was lost, and the whole matter dropped. In view, then, of the condition of the question at present, taking into account the increased and increasing interest of the public at large in this prison, which will show itself by many petitions to your honorable bodies, as well as the changed character of the objections raised to our recommendation,



both before the prison committee and in the legislature itself, we find ourselves called upon to present reasons why a *new* prison should be built, rather than why a separate prison for women should be established. Granted, it will be said, that in some sort a separate prison for women should be established, why not take some existing prison or state institution and adapt that to your purpose?

In the first place, we reply, that the importance of the interests involved, and the dignity of the Commonwealth which has these interests in charge, forbid that any make-shift policy be adopted. Questions concerning the treatment of crime and criminals are fast pressing to the front in all Christian, in all civilized, States. However much in other regards a paternal style of government may be deprecated, in this matter the State has no choice,—it must punish its criminals. And how to punish so as to reform is the great problem. In that State where punishment for crime of all sorts is most sure and most wise, there will good citizens be least molested; there will good morals have fullest influence; there will Christianity have fairest field.

When, then, a plan is presented, that concerns one-fifth of the criminal population of our State, and that plan commends itself as a good and wise one, it is unworthy of the fair name of our State to pursue in regard to it any parsimonious policy. That this argument is not simply a sentimental one appears from the fact, that the last legislature, upon the first appeal in regard to the state prison at Charlestown,—where there were last year an average of 578 prisoners,—for reasons that its site was an unhealthy one, and that somewhat extensive repairs were necessary in case it should continue to be used, without hesitation or opposition voted that a million dollars be raised to build a new prison somewhere else. And again, when it appeared that the lunatic hospitals of the State were crowded, the same legislature voted willingly \$650,000 for the erection of a new hospital; and, at the same time, for additions and improvements, \$125,000 to one hospital, and \$25,000 to another.

We say, then, that if our plan is a good one, it is not extravagance, but a wise economy on the part of the State to expend whatever may be necessary, even though it be enough

to build a new prison. But further, there are no prisons or institutions which can well be taken for this purpose. Our county prisons are now crowded, with the exception of certain small prisons in the eastern, and Pittsfield and Northampton in the western part of the State. So long as the present county system is continued, every county must have its jail and house of correction. The counties that now have more than one prison are Suffolk, Essex, Bristol and Worcester. It is evident that Suffolk cannot spare either the Boston Jail or the South Boston house of correction. In Essex there is the prison at Lawrence, which is full and indispensable to the county; the house of correction at Ipswich, which is also full; and the jails at Newburyport and Salem, both of which are altogether unsuitable. Bristol County has the prison at New Bedford, and has just completed a large jail at Taunton, which it built because its former facilities were insufficient. Worcester County has two prisons,—one at Worcester, just rebuilt, and one at Fitchburg. The new prison at Worcester will not enable the county to dispense with Fitchburg; and if it did, Fitchburg is too remote from the centre of the criminal population. Of the 287 women in jail and house of correction, 102 were in Suffolk, 38 in Bristol, 51 in Middlesex, 53 in Essex. And again, at Fitchburg the labor of the prisoners could not be made so profitable as it could in the vicinity of Boston.

It has sometimes been thought that the prison at Dedham might be made available for a prison for women. But it is situated in the middle of the village; it has accommodation for only one hundred prisoners, and is therefore too small; and, if it should be taken, Norfolk County would be obliged to build anew.

And so Northampton has been spoken of, but that is, of course, too remote from the centre of the criminal population.

The only county prisons in the State that will accommodate one hundred prisoners, or near that number, are, the house of correction at South Boston, the prison at East Cambridge, the jail at Boston, the prisons at New Bedford, Springfield, Worcester, the house of correction at Ipswich, the prisons at Dedham and Lawrence. The prison at Pittsfield has 96 cells, and at Fitchburg there are but 81 cells,

though often more prisoners. These prisons are all full, except Pittsfield; none of them can be spared. At Northampton there are 90 cells. So there is really no county prison that can be taken under the present system. When the district system is adopted, then there will be thrown out of use only the Ipswich house of correction and Newburyport jail. For, though there will be but seven districts, with a house of correction and a workhouse in each, yet there would be, besides, jails in Boston, Barnstable, Edgartown, Greenfield, Nantucket and Plymouth, to be used as houses of detention simply. And of these two, Ipswich and Newburyport, one is altogether too small and unsuitable, and the other, Ipswich, for various reasons, undesirable. It is too remote from a large city and from the centre of criminal population. The cells are very small and poorly ventilated, and at present there is by the side of the house of correction, under the same roof, having the same kitchen, an insane asylum.

So there is no county prison that it would be well for the State to take, and no county that could spare one of its prisons. Among the state institutions search was made last year, and the workhouse at Bridgewater selected as one that, with alterations and additions, might be made to answer for a beginning. But, upon scrutiny, the prison committee on the part of the Senate rejected it, because it would cost so much to adapt it to the new use, that it would be wiser and better economy to build anew.

So, after careful examination, it will appear to you, we are confident, that if anything is to be done in the matter of a separate prison for women a new one must be built. Then the question of expense will recur, and as to that we claim that, for this State to say, by its legislature, that it cannot afford to build a new prison that is actually demanded by the necessities of a wise care of its criminals, would be absurd. It did not say so last year when the necessity appeared for a new state prison for men. No one raised an objection on the score of expense when it was voted to raise, for the state prison for men, a million dollars. It will not say so this year. At one of the hearings before the prison committee on this subject, one of the ladies, while urging the necessity of this prison in order to a wise and proper treatment of

women convicts, said that, in all the talk about women's rights and woman's suffrage, she only asked for her sex this right of a prison to themselves. That seems a fair demand, and it is made in regard to a fifth of the criminal population of the State.

This necessity has been asserted for several years. It has been thoroughly discussed, and is now admitted on all sides. We submit that it is time it was provided for.

#### DISTRICT SYSTEM.

The recommendation made last year, and favorably received by the prison committee (House Doc. No. 264), that the present system of county prisons be abolished and a state system of district prisons be established we urge this year. And we do this with renewed confidence that such a thorough and radical re-organization of our prisons is necessary, in order that just and equal laws may be administered with the least inequality and the most economy, and with due regard to the classification and reformation of our criminals.

The system proposed is, in short, that the State shall take charge of her convicts, and pursue, in regard to them, a regular and even system, instead of intrusting, as now, a large part of them to counties, who pursue fourteen different systems or traditions. Our call upon the legislature is to revise and bring down to modern standards her prison system, which is, in many respects, behind the age we live in.

It has been ascertained, not only that the treatment of criminals has a direct effect on crime, but also that convicts often come under such influences while in prison that they go out worse men than they went in. So that it appears that the State or government has actually been, through ignorance or carelessness, corrupting its citizens,—making more dangerous the dangerous class. And, on the other hand, it is possible, while punishing with equal severity, so to treat and train convicts that many of them will come out better men than they are when they go in. And further, it is more and more apparent in the great discussion that is taking place upon the prison problem throughout the civilized world that, in order to bring about the best result of punishment, much thought and patience and personal effort must be bestowed in

the direction of the reformation of the prisoner. Now, any thoughtful man can see that the officials in our county prisons do not accept, as part of their duty, the endeavor to make the prison-life tend toward reformation of every prisoner. Indeed, many of them frankly say that they do not believe it at all worth while to try to reform the majority of their prisoners.

But not only does this matter of introducing into the system the idea of reformation make the need of a thorough revision apparent, but also justice demands such revision. It is not just and equal for two men convicted of the same crime, sentenced by the same judge, under the same statute, to be subjected to widely different punishment, the one to be under severe discipline and compelled to work hard, the other to be under lax discipline and not really compelled to work at all, but simply put in a work-room with a dozen other men and left much of the time to work or be worse than idle. Yet such glaring inequality exists.

And further, the pressing need of a wise economy in all our public expenditures indicates the necessity of some change whereby the \$175,000 that the county prisons now cost the people of the State every year (\$192,545.62 last year) may be saved, if any such change is possible. The only county prison that by its labor has met its bills has been for years the South Boston house of correction. The smaller prisons are, as a rule, much more expensive per prisoner than the larger ones. The mere assembling the men into a fewer number of prisons would add to the value of their work; but beyond that it is proposed to classify as well as assemble. The houses of correction prisoners, after the drunkards and vagrants had been taken out, would be worth much more per man, as any contractor for prison labor knows full well. The proposed lengthening of the sentences of drunkards and vagrants would make their labor of more value than it is now. That is, it would be of some value; and now generally it is of no pecuniary benefit to any house of correction to receive as convict either drunkard or vagrant.

The system proposed, then, has such ends in view, and it is in detail as follows:—

Divide the State into seven prison districts, with a house of

correction and a workhouse in each district. Both house of correction and workhouse to be jails. Have for each district one prison-master, to be appointed by the governor, with the advice and consent of the council, and to serve during good behavior, and to have personal charge over either house of correction or workhouse, and to have no other pursuit or occupation. Let him appoint a deputy to keep the other prison in his district, who shall have personal charge of it, and shall have no other pursuit or occupation, and for this deputy the prison-master shall be responsible.

In the division of the State into prison districts, let county lines be followed.

District, No. 1. Boston,—to be composed of Suffolk and Norfolk Counties.

“ “ 2. Middlesex,—to be Middlesex County.

“ “ 3. Essex,—to be Essex County.

“ “ 4. New Bedford,—to be composed of Bristol, Plymouth, Barnstable, Nantucket and Dukes Counties.

“ “ 5. Worcester,—to be Worcester County.

“ “ 6. Springfield,—to be composed of Hampden, Hampshire and Franklin Counties.

“ “ 7. Berkshire,—to be Berkshire County.

Let the sentences for the offence of being a common drunkard or a vagrant be much longer than they are now; say from six months to two years. Then commit those offenders to the workhouse, which shall differ from the house of correction, by less severity of discipline and by greater privilege attainable by good behavior.

Commit to the house of correction those convicted of more serious crime. Wherever, under this arrangement, there would be no jail—that is, in Barnstable, Edgartown, Greenfield, Nantucket and Plymouth—and also in Boston, let there be jails in charge and control of the sheriffs as now. But where the house of correction or workhouse is also a jail, let the English example be followed, and the sheriff pass his prisoner into the custody of the prison-master to receive him again, whenever there was due cause. There might seem to be some difficulty here in the sheriff's losing control of a prisoner for whose safe-keeping he is held responsible, but there

is found in England no practical trouble arising from this source. The sheriff at any time sufficiently accounts for his prisoner, by showing that he delivered him to the gaol governor, and the governor delivers the prisoner to the sheriff on all proper occasions. So here, the sheriff of Suffolk County has no personal control over the convicts in the South Boston house of correction. There is no more need or reason for the sheriff's retaining personal charge over persons accused of crime and awaiting trial than over convicts.

This plan involves the taking possession by the State of certain county jails and houses of correction, and making suitable compensation therefor, viz. : the house of correction at South Boston, the prisons at Dedham, East Cambridge, Fitchburg, Lawrence, New Bedford, Northampton, Pittsfield, Springfield and Worcester, and the jails at Lowell, Salem and Taunton. The house of correction at Ipswich and the jail at Newburyport, would be thrown out of use as prisons, and some arrangement should be made with the county of Essex. It may be thought best to make use of the house of correction at Ipswich for a workhouse, instead of the jail at Salem, which would need somewhat extensive alterations. In that case the Salem jail would be thrown out of use.

All this would be a very great change, and by the expense involved to the State seems at first a great extravagance.

But the first great outlay seems larger than it would actually be ; and the future running expenses would only be more equitably apportioned among the people of the State than they now are ; and further, they would be *less* than they are now. These expenses, which are now being borne by the people of the State county-wise, would be borne by the same people State-wise. It is evident, since criminals do not respect county lines, that this is the fairer way. Many of the criminals that each county supports come from outside county limits. The care and control and support of criminals is logically and legitimately the business of the State, which makes criminal laws and supports the judges which administer these laws. It makes no other difference to taxpayers for the prisons to be supported by the state treasury, instead of from the county treasuries than this,—that the expense will be more equitably distributed, except that it

will in all probability be less. Manifestly the same number of prisoners in thirteen prisons can be made to cost less and earn more than in twenty prisons. And beyond this, prisons of such character and with such numbers as is proposed, under the charge of prison-masters who give their whole time and attention to their business, may reasonably be expected to be self-supporting. In which case there will be no running expenses to be a charge upon the state treasury. But the first outlay—the expense of buying all these county prisons by the State—will not be so great a burden as appears, upon the state treasury, or what is of more importance, on the tax-payers. For the people will be both buyers and sellers; they will in the main put into one pocket what they take out of the other. That the counties would receive what the State paid is apparent; but, further, the counties would pay what the counties would receive, for the equitable way to make the special assessment to furnish the purchase-money would be to make it county-wise. That is, let the prisons all be valued by some competent board of appraisers, and then the sum of the valuations be assessed upon the counties by a ratio determined by the average criminal population of each county for the last five years, and the total valuation of each county; that is, a ratio compounded from these two ratios,—the ratio of the criminal population and the ratio of the total valuations of the counties.

At first thought it might seem that there was no reason for varying from the customary way of assessing by valuation alone. But it is evident that those counties where there are fewer criminals than the average should pay for criminal accommodation proportionately less than those where there are more criminals than the average, so that the proper proportion is one which takes into account both the valuation of the several counties and the number of criminals they have had in the years last past. It will be seen from the accompanying table, which gives the three ratios, what a difference this will make. If the gross valuation be assessed simply on the average criminal population, the several counties would be called upon, for every \$1,000 to be raised, to furnish the amounts opposite their names in the first column of figures.



## 28      REPORT OF PRISON COMMISSIONERS. [Jan.

If it should be assessed upon the valuation list simply, then for the amount in the second column of figures. If both these, the criminal population and the valuation, be taken into account, then for the amount in the third column. The fourth column shows how the present excess of cost over earnings in our county prisons is distributed.

COUNTIES.	Amount in each \$1,000, if assessed by ratio of criminal population for the last five years — 1869-73.	Amount in each \$1,000, if assessed by ratio of the county valuation for 1872.	Amount in each \$1,000, if assessed by compounding these two ratios.	Amount paid in 1873 in each \$1,000 of the \$129,545.62, balance against County prisons.
Barnstable, . . . .	\$1.541	\$9.000	\$5.2705	\$6.223
Berkshire, . . . .	20.616	23.469	22.0425	42.234
Bristol, . . . .	66.031	57.150	61.5905	119.354
Dukes, . . . .	.514	1.999	1.2565	1.936
Essex, . . . .	123.477	91.457	107.467	166.134
Franklin, . . . .	4.328	9.346	6.837	9.537
Hampden, . . . .	53.778	38.326	46.052	52.778
Hampshire, . . . .	14.380	16.348	15.364	59.148
Middlesex, . . . .	146.956	174.395	160.6755	159.112
Nantucket, . . . .	.074	1.303	.6885	.676
Norfolk, . . . .	27.513	66.041	46.777	62.443
Plymouth, . . . .	7.116	20.355	13.7355	32.544
Suffolk, . . . .	429.861	413.546	421.7035	176.756
Worcester, . . . .	103.815	77.265	90.54	111.125
Total, . . . .	\$1,000.000	\$1,000.000	\$1,000.0000	\$1,000.000

But it may be said that a county which has spent large sums in making suitable provision for its prisoners ought to have allowance made and now be called upon for proportionably less than a neighboring county that has spent but little. Well, just this allowance will be made, and will appear in the valuation of its prisons. This large sum to be raised by counties to buy the prisons is to be spent in buying the prisons of the counties, and each county will receive in proportion to the value of its prisons, so that when any county has spent more than the average provision for prisoners, and spent it wisely, it will actually receive money in hand for that excess, and when a county has spent less, it will be compelled to pay out more than it receives, and then it will be simply brought to an average expenditure in this matter of prisons. That is, a county which has prisons of just the average value, would pay

and receive the same sum; counties which had better prisons than the average would receive the difference. Counties which had poorer prisons than the average would pay, and there would be an injustice or hardship in their paying the difference. So the transaction may be completed and no addition made to the state tax. Certain county taxes would be increased, others would be diminished, and it is no novelty in these days for a county to be put to great expense in building a new prison. It has not been considered in the counties of Middlesex, Bristol, Worcester, Berkshire or Dukes a subject for special complaint.

So much as to the outlay at the beginning. So far as the running expenses of the prisons are concerned, it is evident that the criminal fines which now go to the county treasury would, when the State bore the expense of maintaining its prisons, go to the state treasury, and these, with the more economical arrangement of fewer prisons and longer sentences in cases of common drunkards and vagrants, would undoubtedly result in the prisons being a source of income rather than of expense.

#### WORKHOUSES.

An essential part of this plan for a district system is the establishing two grades of county prisons,—houses of correction and workhouses. The general reasons for classification among prisoners have force here; and further, by this division of character you make it possible to give longer sentences to the common drunkard. If the drunkard is to go to the same prison with the burglar and thief, and be under the same discipline and treatment, then it would be a manifest hardship and injustice to increase materially the present sentence; for the short sentence now allotted is really an expression of the desire to recognize a great difference in criminality between a thief and a drunkard. If, because we have no other place to send them to, the drunkard must go to the house of correction where we send burglars and thieves, then we will send him there but a short time, says common sense and common humanity. But it appears upon examination that the common drunkard, whom the law and the judge send to the house of correction for three months at a time,

by repetition of sentence, is actually there in prison eight, nine and ten months of every year. His short sentence has no other effect than to keep him from liquor during its continuance. There is not time for any effect to be wrought upon his constitution or for his will and determination to grow strong against liquor, if indeed this is in any way possible. The man or woman goes out of prison with the good advice of the turnkey or keeper, "now don't come back here,"—and they go out, very often, with the set purpose and positive determination, as they suppose, of never touching a drop of liquor again. But they have no strength to resist; the first glass of liquor they see, and can get hold of, they drink. It is a mere question of days or weeks as to how soon they will return. Instead of this farce, then, of giving a common drunkard a sentence nominally short but virtually life-long, we propose that, on the first commitment, a sentence of six months be imposed, and for all subsequent convictions sentences of two years. In the possible case of easy recovery there would be a six months' sentence endured. But in the great majority of cases, you would have two years in which to treat the constitution of the diseased man, and there would be some opportunity for recovery, and for the greater part of the two years the prisoner would be worth for labor a part if not the whole of the expense of his keeping; whereas now, the common drunkard, under his repeated three months' sentences, is worth little or nothing for labor. We say, first commitment as a common drunkard. In many cases, it is wise to put the person arrested on probation with a sentence for commitment hanging over him. But when wise measures of this sort have been exhausted, the only hope of reforming a common drunkard is by wise treatment, for which a long sentence is indispensable. So with vagrants; the short sentences now in vogue are but a means by which lazy, shiftless fellows secure comfortable quarters for the winter months. In the case of single acts of drunkenness, for which now a fine or short sentence is imposed, it seems evident that both are unjust in principle and failures in practice. They prevent no one from getting drunk; they help no one to overcome a growing habit of getting drunk. They accomplish nothing that commends their continuance. In so far as a drunken person is a nui-

sance he should be arrested and detained till sober, and may fairly be made to pay the expense of such arrest.

In the Boston district the present jail and the house of correction at South Boston might be retained, and the prison at Dedham be used as the district workhouse. On the first day of October, 1873, there were at the South Boston house of correction, 516 prisoners—444 men and 72 women; at Boston jail, 159 men and 30 women; at Dedham jail, 23 men and 2 women; house of correction, 56 men and 4 women. These prisoners, under the proposed plan, would have been distributed as follows:—South Boston, 461; Dedham, 39 in workhouse; 23 men and 2 women in jail; Boston jail, 159 men and 30 women, and 76 women in the separate prison for women. And at South Boston, with no women, this number of men could have been well accommodated.

In the Middlesex district, the prison at East Cambridge might be the house of correction, and the Lowell jail the workhouse. On October 1, 1873, there were in this district 315 prisoners: East Cambridge jail, 43 men and 1 woman; house of correction, 195 men and 36 women; Lowell jail, 26 men and 14 women. Under the proposed plan the distribution would be: East Cambridge house of correction, 106 men; jail, 69 men and 15 women; Lowell workhouse, 89 men; separate prison for women, 36 women.

In the Essex district, the Lawrence prison might be the house of correction, and the Salem jail, remodelled and enlarged, the workhouse; and the Ipswich house of correction and the Newburyport jail discontinued. Temporarily, the Ipswich house of correction could be used for the workhouse. There were on October 1, 1873, in this district, 306 prisoners: Lawrence jail, 26 men and 6 women; house of correction, 79 men and 17 women; Ipswich house of correction, 87 men and 25 women; Salem jail, 55 men and 4 women; Newburyport jail, 6 men and 1 woman. Under the proposed plan, there would be: at the Lawrence house of correction, 118 men; jail, 26 men and 6 women; at Salem workhouse, 48 men; jail, 61 men and 5 women; separate prison for women, 42 women.

The prisons in this county are insufficient and unsatisfactory. If no change should be made in our prison system there would have to be some large outlay by Essex County

for increased accommodation for its prisoners. Lawrence prison—the only good one, and it is a very good one—is not large enough for present needs, and must be enlarged. Ipswich house of correction is often crowded, and is one of the older of our county prisons, with very small cells ( $3\frac{1}{2}$  feet by 7 on the floor and 7 feet high), and very poorly ventilated. The Salem jail is of a kind that was built for strength simply. The prisoners are kept in rooms instead of cells, and are joint occupants, day and night, of these rooms, from four to six in a room. The Newburyport jail is of the same kind.

The distribution suggested above, implies that the contemplated addition to the Lawrence prison be made, and that the Salem jail be enlarged; temporarily the Ipswich house of correction could be used, and even then it might be necessary to remove some prisoners to the Middlesex district.

In the New Bedford district the New Bedford prison might be the house of correction and the new jail at Taunton the workhouse. On October 1, 1873, there were in this district 244 prisoners: New Bedford house of correction, 137 men and 32 women; jail, 4 men and 1 woman; Taunton jail, 35 men and 5 women; Plymouth house of correction, 9 men and one woman; jail, 9 men and 2 women; Barnstable jail, 4 men and 1 woman; Edgartown jail, 3 men and 1 woman. Under the proposed plan there would be: at the New Bedford house of correction, 74 men; jail, 34 men and 3 women; Taunton workhouse, 72 men; jail, 5 men and 3 women; Plymouth jail, 9 men and 2 women; Barnstable jail, 4 men and 1 woman; Edgartown jail, 3 men and 1 woman; and in the separate prison for women, 33 women.

In the Worcester district, the Worcester prison might be the house of correction and Fitchburg the workhouse. On October 1, 1873, there were in this district 176 prisoners. Worcester jail, 9 men and 3 women; house of correction, 72 men and 10 women; Fitchburg jail, 3 men; house of correction, 76 men and 3 women. Under the proposed plan the distribution would be: Worcester house of correction, 91 men; jail, 9 men and 3 women; Fitchburg workhouse, 57 men; jail, 3 men; separate prison for women, 13 women.

In the Springfield district the Springfield prison might be the house of correction and Northampton workhouse. On October 1, 1873, there were in this district 128 prisoners.

Springfield jail, 14 men; house of correction, 80 men and 10 women; Northampton jail, 5 men; house of correction, 13 men and 4 women; Greenfield jail, 1 man; house of correction, 1 man. Under the proposed plan the distribution would be: Springfield house of correction, 45 men; jail, 14 men; Northampton workhouse, 49 men; jail, 5 men; Greenfield jail, 1 man; separate prison for women, 14 women.

In the Berkshire district there would be but one prison, that at Pittsfield. There were in this district October 1, 1873, 73 prisoners: jail, 11 men; house of correction, 60 men and 2 women. If, as might well be but for the distance of transportation required, this district should be put with the Springfield district, then these 73 prisoners would have been distributed—11 men in Pittsfield jail, and 12 men to the workhouse at Northampton, and 48 men to the Springfield house of correction and two women to separate prison for women. This would make the numbers at Springfield house of correction, 93; jail, 14; at Northampton workhouse 61; jail, 5.

The following table, combining the statements of the preceding paragraphs, shows how the prisoners in the county prisons, October 1, 1873, would have been distributed under the proposed plan:—

DISTRICT.	PLACE.	House of Correction.	Workhouse.	JAIL.	
				Male.	Female.
Boston,	Boston,	461	—	159	30
	Dedham,	—	39	23	2
Middlesex,	East Cambridge,	106	—	69	15
	Lowell,	—	89	—	—
Essex,	Lawrence,	118	—	26	6
	Salem,	—	48	61	5
	New Bedford,	74	—	34	3
	Taunton,	—	72	5	3
New Bedford,	Barnstable,	—	—	4	1
	Edgartown,	—	—	3	1
	Plymouth,	—	—	9	2
	Worcester,	91	—	9	3
Worcester,	Fitchburg,	—	57	3	—
	Springfield,	45	—	14	—
Springfield,	Northampton,	—	49	5	—
	Greenfield,	—	—	1	—
Berkshire,	Pittsfield,	48	12	11	—

The 216 women in houses of correction would go to the separate prison for women. We claim, then, to have shown now for several years that our county prisons are not so well managed in the important points of economy and reformation as they ought to be—as they may be; and further, that the fault, in both these respects, lies, not with the officials, but in the system under which they work, and, it must be added, in which they believe. In regard to a separate prison for women there has come to be a substantial agreement that it would be a desirable arrangement. The masters and keepers find the women convicts on the whole undesirable, and they are willing to part with them. The objection on the score of expense is now fully met by the fact that the present crowded condition of our prisons compels further provision which can in no way be so cheaply made as by building one prison, which, by taking away women convicts, will add to the accommodations for men some 350 cells. This will meet at South Boston,—where 182 cells will be added, and at New Bedford where 40 will be added, and at Ipswich where 45 will be added,—an immediate and pressing necessity.

In regard to the district system, it is our firm conviction that the plan suggested is practicable and wise. We commend it to your attention, with the entreaty that amid the pressure of material interests of every sort that demand your thoughtful consideration, you will not omit giving due thought to questions that effect so vitally the moral welfare of the Commonwealth as do the treatment of crime and criminals.

The central thought of all our suggestions is not, as some have supposed, to make the hard lot of the poor prisoner more comfortable, nor is it to awaken sympathy for the sufferings of men convicted of crime; but simply this: that the reformation of the criminal is possible, and so far probable, as to make it worth while to shape the system of prison discipline in such way as to afford the most encouragement and the best facilities for the reformation of every prisoner. The axiom that lies at the root of our present system is, that real reformation, while not impossible, is so rare as not to be worth taking into the general account; and the whole way of dealing with prisoners is shaped by that.

While yet it is true that exceptions are recognized by

prison-masters, who are ready always to do what they think they can to help those who are really trying to help themselves, the whole question at issue resolves itself into this: whether it is practicable and wise for the State to attempt to combine with punishment, reformation. Other States and other countries are working at and working out the problem how to make the punishment of the criminal tend towards his reformation. In our county prisons the State does not yet admit the problem; the counties do not. Whatever is done towards the reformation of our county prisoners is done by the individual efforts of masters, keepers or others. It is an exception worthy of note, and for which no provision is made, when prisoners are reformed in consequence of treatment received in prison.

We say the county prisons do not admit the problem. The claim is that all is done now that can wisely be done, so that there is really no room for improvement in system or method, and that is the issue we present.

JOHN W. CANDLER.

S. W. BOWLES.

JOSHUA COIT.

OFFICE OF THE COMMISSIONERS OF PRISONS, }  
January 31, 1874. }



## REMOVALS.

The Commission has caused the following removals of prisoners during the year :—

*To East Cambridge:—*

April 24.—One woman from Dedham, 14 months to serve.

June 16.—Two women from Fitchburg, each 6 months to serve.

Aug. 8.—Two women from Fitchburg, each  $4\frac{1}{2}$  months to serve.

Aug. 8.—One woman from Springfield, 21 months to serve.

Oct. 17.—Two women from Fitchburg, 16 months and  $2\frac{1}{2}$  months.

Oct. 23.—One woman from Dedham,  $2\frac{1}{2}$  months.

Nov. 10.—One woman from Dedham, 4 months.

Nov. 12.—Two women from Springfield, each 6 months.

Dec. 22.—One woman from Dedham, 4 months.

*To Springfield:—*

June 16.—One woman from Greenfield, 2 months.

In all fourteen removals.

Attention is called to the table on page 38. The increase in the cost of a prisoner for a year in South Boston and Northampton is to some extent explained by expenditures which come in the returns under the head of "all other purposes." These, which last year at South Boston were \$18,579.92, are this year, \$38,297.41. Last year, at Northampton, they were \$949.11; this year they are \$6,864.29. Without these unusual expenditures South Boston would have paid expenses by earnings, as usual, and the expenses of a prisoner for a year at Northampton would have been \$273.72 instead of \$494.24.

Besides these two, the excess of cost over labor has been increased in three other prisons,—Dedham, Ipswich and New Bedford; and has been reduced in six prisons,—East Cambridge, Fitchburg, Lawrence, Pittsfield, Springfield and Worcester; and in all of these but East Cambridge and Lawrence there were reductions last year—Fitchburg having come down in two years from \$167.96 to \$110.39; Pittsfield from \$199.65 to \$102.57; Springfield from \$164.20 to \$92.94, and Worcester from \$145.41 to \$119.04.

In the earnings of a prisoner for a year there has been, in most of the prisons, an increase; but the unusual expenditures at South Boston and Northampton increase the total amount expended so much, that the average expense beyond earnings is \$102.03, which is larger than it has been for two years.

	1872.				1873.				Cost of a Prisoner for a Week, "Labor" deducted.
	No. of Prisoners for a Year.	Cost of a Prisoner for a Year.	Cost of a Prisoner for a Year.	Earnings of a Prisoner for a Year, "Labor" deducted.	No. of Prisoners for a Year.	Cost of a Prisoner for a Year.	Cost of a Prisoner for a Year.	Earnings of a Prisoner for a Year, "Labor" deducted.	
Edgartown Jail, . . . . .	0.82	\$499 99			0.58	\$642 53			\$12 35
Nantucket Jail and House of Correction, . . . . .	-	137 99 <sup>1</sup>			-	130 30 <sup>1</sup>			-
Barnstable Jail, . . . . .	2.99	351 20			4.12	298 83			5 76
Newburyport Jail, . . . . .	6.69	308 73			7.21	240 60			4 62
Greenfield Jail and House of Correction, . . . . .	4.9	560 06			4.	459 07			8 82
Plymouth Jail and House of Correction, . . . . .	8.69	622 37			16.70	375 23			7 21
Northampton Jail and House of Correction, . . . . .	28.83	223 62	\$69 40		26.37	494 24	\$431 88	\$62 36	8 30
Salem Jail, . . . . .	44.02	156 12			47.16	165 65			3 18
Lowell Jail, . . . . .	50.15	134 63			53.	137 52			2 64
Pittsfield Jail and House of Correction, . . . . .	83.87	162 01	42 10		79.28	166 62	102 57	64 05	1 97
Fitchburg Jail and House of Correction, . . . . .	68.91	222 14	73 25		82.89	190 79	110 39	80 40	2 12
Dedham Jail and House of Correction, . . . . .	74.96	188 59	148 17		73.46	212 50	163 66	48 84	3 14
Ipswich House of Correction, . . . . .	95.54	123 92	72 13		101.37	156 58	114 09	42 49	2 19
Springfield Jail and House of Correction, . . . . .	95.83	139 01	28 81		103.36	130 21	92 94	37 27	1 78
Lawrence Jail and House of Correction, . . . . .	117.59	132 04	101 58		129.41	113 32	84 10	29 22	1 61
New Bedford Jail and House of Correction, . . . . .	133.44	206 19	95 98		144.12	217 88	152 50	65 38	2 93
Worcester Jail and House of Correction, . . . . .	108.45	189 05	135 35		102.43	181 42	119 04	62 38	2 29
Boston Jail, . . . . .	212.42	117 66	-		195.60	125 96	-	-	2 42
Cambridge Jail and House of Correction, . . . . .	283.24	110 03	53 10		241.06	130 01	54 55	75 46	1 05
Boston House of Correction, . . . . .	379.35	168 99	189 38		465.65	199 49	20 18	179 31	39
Boston Jail and House of Correction, . . . . .	591.77	150 56	121 40		661.25	177 74	51 45	126 29	99

<sup>1</sup> Expense without a prisoner.<sup>2</sup> Surplus over cost.

*Table showing the Comparative Expensiveness of Small and Large Prisons.*

Number.	AVERAGE.	Number in the Group.	Average No. of Prisoners in the Group.	Total Cost for a Year of a Prisoner.	Cost of a Prisoner for a Year, Earnings deducted.	Cost of a Prisoner for a Week.	Cost of a Prisoner for a Week, Earnings deducted.
1	Average per year less than thirty,	6	9.83	\$414 42	\$386 54	\$7 97	\$7 48
2	Average more than thirty, and less than one hundred, . . . .	5	67.36	177 51	132 03	3 41	2 54
3	Average more than one hundred, . . . .	8	186.25	163 14	76 31	3 13	1 47

No. 1.—Edgartown, Barnstable, Newburyport, Greenfield, Plymouth and Northampton.

No. 2.—Salem, Lowell, Pittsfield, Fitchburg and Dedham.

No. 3.—Ipswich, Springfield, Lawrence, New Bedford, Worcester, Boston Jail, East Cambridge, Boston House of Correction.



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FOURTH ANNUAL REPORT

OF THE

PRISON COMMISSIONERS.

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JANUARY 1, 1875.

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BOSTON:  
WRIGHT & POTTER, STATE PRINTERS,  
79 MILK STREET (CORNER OF FEDERAL).  
1875.



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1883, Dec. 12.

Gift of  
Dr. Francis W. Brown,  
Boston.

## Commonwealth of Massachusetts.

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*To the Honorable Senate and House of Representatives in General Court assembled :*

The twelfth section of the Act "for the appointment of commissioners of prisons," etc., provides "that the Commissioners shall annually prepare and print for the use of the legislature, a full and complete report of their doings during the year preceding, stating fully and in detail all expenses incurred, and showing the actual condition of the jails and houses of correction in all the counties of the State, with such suggestions and recommendations as they may think proper." They beg leave to present the following :—

At the beginning of the year, J. W. Candler, Esq., Stephen W. Bowles, M. D., and Rev. Joshua Coit, Secretary, constituted the Commission, there being one vacancy. On the 15th of June, H. W. B. Wightman, Esq., of Lowell, was qualified to fill the vacancy. In the same month Mr. Candler, having rendered generous and efficient service, resigned his place ; and on the 20th of August, Joseph Burnett, Esq., of Southborough, was qualified and entered upon his duties. Meanwhile, Mr. Coit resigned his position, and Rev. T. D. Howard, of Petersham, was elected by the Commissioners, and became Secretary July 1st. The Advisory Board, by the reappointment of its members, consists, as at the organization of the Commission, of Mrs. H. F. Durant, of Boston, Mrs. N. A. Leonard, of Springfield, and Miss H. B. Chickering, of Dedham.

### EXPENSES.

The expenses of the Commission, for the year 1874, have been \$2,333.66, viz. :—

Salary of Secretary, . . . . .	\$2,000 00
Travelling expenses of Secretary, . . . . .	83 18
Travelling expenses of other members of the Commission and Advisory Board, . . . . .	206 67
Advertising, . . . . .	25 38
Stationery and books, . . . . .	10 50
Postage and telegraphing, . . . . .	7 93
	<hr/>
	\$2,332 66

## DOINGS OF THE COMMISSION.

During the greater part of the year, the Prison Commissioners, with the Advisory Board, have held weekly meetings, the transactions of which have been regularly recorded. All the county prisons have been visited by the Secretary. Other members of the Commission have visited Pittsfield, Springfield, Northampton, Greenfield, Worcester, New Bedford, Cambridge, Lowell and Lawrence.

The Secretary has, on five Sundays, attended and taken part in the religious services in prisons.

The Advisory Committee have, during the year, visited the female department of the prisons at Pittsfield, Springfield, Northampton, Worcester, Boston, South Boston, East Cambridge, Dedham, Ipswich, Lawrence, Lowell, New Bedford and Salem. Some of these prisons they have visited repeatedly. They have at each visit conversed with all the female prisoners. They have also spent a day in each month at the state workhouse in Bridgewater. Two ladies of the Advisory Board have been, as in previous years, the almoners of the executive in dispensing the small appropriation made by the legislature for discharged female prisoners. Their frequent visits give them a knowledge of our women prisoners, which enables them to apply these funds judiciously; and their connection, as managers, with the temporary asylum for discharged female prisoners at Dedham, allows them the opportunity of offering a home to women leaving prison who wish to avail themselves of its privileges.

This is the only institution in the State, designed exclusively for the reception of such persons. In it they are taught in various branches of work, and trained to industry. On their leaving, employment is provided for them, chiefly

in families. There is manifest in this work a beneficent economy, since women who have been an expense to the State are transformed into self-supporting members of the community; indeed, positive benefactors, since they help to reform by their free gifts, those whom they had formerly dragged down. The last annual report of the board of managers, presented Oct. 21st, contains such acknowledgments as these:

"The larger hospital room has been furnished with \$100, given to the asylum by two former inmates." One writes: "I send ten dollars towards having the home painted, for it was a blessing to me the day that I went into it; it made me the woman I am." One bequeathed seventy-five dollars, the remnant of her earnings, to the asylum. Others are annual subscribers of five dollars to the "Home".

It is pleasant to state, both as indicating the good character established for those who are recommended from this institution, and the kindly trust which is ready to receive them, that the demand exceeds the supply. Last year, out of one hundred and three admitted, fifty-five have been sent to places, beside twenty-seven left to provide for themselves, some of whom are doing well. It is hoped that, with the successful operation of the reformatory prison for women, the number will be greatly increased of those prepared to avail themselves of the advantages and good influences which are thus appreciatively remembered.

In the work preliminary to the building of the prison referred to, the services of the members of the Advisory Board have been especially valuable. Knowing, from personal investigation and experience, the needs of such a prison, they were enabled to render material assistance at various hearings, as well as in the preparation of the plans of the building.

## EXPENSES, RECEIPTS AND BALANCES.

	Expenses.	Receipts from Labor.	Balance against the Prison.
Barnstable Jail and House of Correction, . . . . .	\$1,268 22	-	\$1,268 22
Pittsfield Jail and House of Correction, . . . . .	11,990 71	\$4,177 19	7,813 52
New Bedford Jail and House of Correction, . . . . .	32,971 66	5,374 78	27,596 88
Taunton Jail, . . . . .	10,127 12	-	10,127 12
Edgartown Jail, . . . . .	603 25	-	603 25
Lawrence Jail and House of Correction, . . . . .	19,827 99	3,518 50	16,309 49
Ipswich House of Correction, . . . . .	15,697 42	4,357 51	11,339 91
Newburyport Jail, . . . . .	2,353 52	-	2,353 52
Salem Jail, . . . . .	9,172 78	-	9,172 78
Greenfield Jail and House of Correction, . . . . .	1,871 97	-	1,871 97
Springfield Jail and House of Correction, . . . . .	15,250 42	4,884 00	10,366 42
Northampton Jail and House of Correction, . . . . .	6,886 79	650 00	6,236 79
Cambridge Jail and House of Correction, . . . . .	31,601 04	18,700 00	12,901 04
Lowell Jail, . . . . .	6,775 69	-	6,775 69
Nantucket Jail and House of Correction, . . . . .	137 95	-	137 95
Dedham Jail and House of Correction, . . . . .	16,047 16	5,084 77	10,962 39
Plymouth Jail and House of Correction, . . . . .	6,837 07	352 50	6,484 57
Boston Jail, . . . . .	23,798 64	-	23,798 64
Boston House of Correction, . . . . .	108,863 45	59,034 59	49,828 86
Fitchburg Jail and House of Correction, . . . . .	17,107 22	5,331 54	11,775 68
Worcester Jail and House of Correction, . . . . .	27,083 90	4,101 41	22,982 49
	\$366,273 97	\$115,566 79	\$250,707 18

## OFFICERS IN CHARGE OF PRISONS.

<i>Barnstable,</i> . . . . .	JOSEPH BURSLEY.
<i>Pittsfield,</i> . . . . .	GRAHAM A. ROOT, <i>Sheriff</i> .
<i>New Bedford,</i> . . . . .	CHARLES D. BURT.
<i>Taunton,</i> . . . . .	ISAAC G. CARRIER.
<i>Edgartown,</i> . . . . .	FRANCIS C. SMITH, <i>Sheriff</i> .
<i>Lawrence,</i> . . . . .	HORATIO G. HERRICK, <i>Sheriff</i> .
<i>Ipswich,</i> . . . . .	Y. G. HURD, M. D.
<i>Newburyport,</i> . . . . .	JAMES W. CHENEY.

<i>Salem,</i>	.	.	.	JOHN D. CROSS.
<i>Greenfield,</i>	.	.	.	SOLOMON C. WELLS, <i>Sheriff.</i>
<i>Springfield,</i>	.	.	.	ADDISON M. BRADLEY, <i>Sheriff.</i>
<i>Northampton,</i>	.	.	.	HENRY A. LONGLEY, <i>Sheriff.</i>
<i>Cambridge,</i>	.	.	.	CHARLES J. ADAMS.
<i>Lowell,</i>	.	.	.	CHARLES KIMBALL, <i>Sheriff.</i>
<i>Nantucket,</i>	.	.	.	ROLAND FOLGER.
<i>Dedham,</i>	.	.	.	JOHN W. THOMAS, <i>Sheriff.</i>
<i>Plymouth,</i>	.	.	.	JAMES BATES, <i>Sheriff.</i>
<i>Boston (Jail),</i>	.	.	.	JOHN M. CLARK, <i>Sheriff.</i>
<i>Boston (Ho. of Cor.),</i>	.	.	.	*MARTIN V. B. BERRY, <i>Deputy, Acting Master.</i>
<i>Fitchburg,</i>	.	.	.	†BENJAMIN D. DWINELL.
<i>Worcester,</i>	.	.	.	CHARLES N. HARE.

## CONDITION OF THE PRISONS.

There were remaining in prison, September 30 :—

In Jails,	.	.	.	.	.	.	.	505
Houses of Correction,	.	.	.	.	.	.	.	1,800
Total,	.	.	.	.	.	.	.	2,305

Seventy-nine of those in jail were women; of those in houses of correction, two hundred and forty-two; total, three hundred and twenty-one.

It will be perceived from the average numbers of prisoners for 1873 and 1874 respectively, that most of the prisons have been fuller during the past year than during the year before, and probably more crowded than at any previous time. The numbers in the various prisons on a given day will be seen in most cases to be considerably less than the average for the year. The day selected was the 30th of April, a time when those who in the autumn seek a home for the winter in houses of correction, have gone forth to greet the coming summer. There is also presented the full cell capacity of each prison, with the number of cells or rooms appropriated to women. It will be observed that, while in some of the larger prisons, noticeably New Bedford and Ipswich, the men's side has been crowded, only three-

\* Capt. Chas. H. Davis, Master, died of consumption, Dec. 1st.

† Appointed in place of Col. Edward Upton, who retires in consequence of injuries received by an explosion of blasting-powder, resulting in loss of sight.

quarters of those on the women's side at New Bedford, and one-third of those at Ipswich, are occupied through the entire year.

Mr. Herrick writes, December 15: "We have usually appropriated three tiers of one side of the east wing, being fifteen cells, with two larger rooms, to the women. In our present crowded condition, two of these tiers are used for men, compelling us to put a dozen or more women in the hospital-room. This will only be, however, until next month, when I hope to get into the new wing." Mr. Putnam, turnkey at Fitchburg, writes, December 21: "The apartment for women was originally one corridor, or nine cells, but subsequently was divided, giving the women but four cells." In South Boston, the cells for women have all been taken to accommodate the male prisoners, who could not be otherwise provided for. A dormitory was provided for the women; also a dining-room, where they take their meals together from neatly-set tables. The privilege has been highly appreciated, as is evident from the good order observed at table. The very few acts of misconduct have required no severer punishment than temporary exclusion from the table. The change was made merely because the women had no cells in which to eat their rations; but the result of the experiment may go to show that society, under proper guards and restrictions, is more promotive of good order in prisons than solitude.

#### REMOVALS.

The Commission has caused the following removals of prisoners during the year:—

##### *To South Boston:*

Sept. 23.—One woman from Pittsfield, having six months to serve.

##### *To East Cambridge:*

Sept. 16.—Two men from New Bedford, having to serve, respectively, twenty months and five months.

Oct. 20.—Two women from Dedham, having to serve, respectively, three months after expiration of previous sentence, and five months.

Nov. 24.—One man from South Boston, having eight months to serve.

*To Dedham :*

Sept. 7.—Three men from Plymouth having, respectively, thirty-three, twenty-one, and two months to serve.

*To Pittsfield :*

April 6.—One man from Greenfield, having thirteen months to serve.

*To Worcester :*

Aug. 7.—One woman from Pittsfield, having seventeen months to serve.

In all, eleven removals.

### PRISON BUILDINGS.

#### *Dukes County.*

There has been completed for occupancy during the past year a jail in Edgartown. The buildings consist of a well-finished and commodious dwelling-house of wood, and the jail proper, of brick and stone. This is of two stories; dimensions, 28 by 32 feet outside. The walls are of stone within and brick outside. Into each of the two halls (27 feet in length by 4 in width) open two tiers of cells, three in each tier. The cells are 8 feet by 9 on the floor; the six below being 9 feet, and the six above 8 in height.

#### *Hampden County.*

At Springfield, the prison has been extended by a one story addition, containing kitchen, bake-room, engine-room, coal-room and store-room. The building was contracted for at \$7,200, but extra work somewhat increased the expense. These structures, with the prison wall, enclose a yard 90 by 32 feet, which is designed as a place of exercise for prisoners, especially the long-sentenced and sick. The whole constitutes an important and valuable improvement. In August there was, owing doubtless to the location, an indication of dampness in the prison, which can hardly fail to make the lower tier of cells unwholesome. The crowded condition of this prison shows that some change, by which increased accommodation can be furnished, is imperatively demanded.



During the months of October, November, and December, a fair average for the year, there was a daily average of 130½ male prisoners in the jail and house of correction, and only 116 cells; at the same time there was an average of 10½ female prisoners, with 30 cells. This condition of affairs rendered necessary the herding together of prisoners in the hospital, and thus deprived the sick of accommodations; one painful instance being the keeping of a sick boy, awaiting trial, in one of the cells, thereby developing or hastening disease of the lungs, which is likely to prove fatal.

*Essex County, Lawrence.*

The jail and house of correction is now completed by the erection of the north wing. The external dimensions of this wing are 70 by 50 feet. It contains 60 cells, each 8 feet 7 inches by 5 feet 1 inch. Height of first tier, 10 feet to centre of arch. Height of second tier, 11½ feet to centre of arch. Height of third tier, 12½ feet to centre of arch. The very commodious and well-situated workshop has a floor 44 by 68 feet, and height of 16 feet in the clear. It is furnished with an elevator; also, with the usual conveniences for the workmen. There is also a building for engine and boiler room, 36 by 54 feet, of brick, with iron roof; and one for the laundry, which is to be ample and well-appointed, 36 by 50 feet,—each of these buildings being 13 feet in height. The contract, exclusive of piping, is \$101,000.

The other county-prison buildings remain as at the date of the last annual report.

CARE OF PRISONS.

In the statute provisions respecting jails, etc., it is directed, that the walls and floors of each room, while any person is confined therein, be whitewashed with lime once in each month between the first of May and the first of November. This provision seems to have been generally complied with; and where indications of delay in this regard have been noticed, satisfactory assurance has been given that the duty would be speedily attended to. Boston jail stands first for cleanliness and for faithful attention to the purity of the cells. Fitchburg, Worcester and New Bedford are nearly equal. In

the matter of furnishing untainted air to the prisoners, there are various degrees of scrupulousness. In the jail at Edgartown, September 10, the Secretary found the buckets emptied out of an upper window into the very contracted yard. The new jail was, however, about to be taken possession of, and, doubtless, "they have changed all that."

#### DIET.

The quantity of food furnished to the prisoners is ample. We have heard no complaint on this score. The cooking is generally good. But it seems to us that a greater variety than is now provided would be conducive to health. Dietary tables, based on sanitary principles, and prepared with regard to wise economy, would be valuable as guides to prison authorities. In some prisons, it is true, desirable articles can be conveniently afforded which in others would be unduly expensive; as, for instance, at the Fitchburg jail and house of correction, milk from the farm. Such allowance, however, might be balanced in other prisons by a substitute. We recommend that the board of health be authorized and requested to prepare a dietary for the county prisons, that now in use not being, in our opinion, such as is most judicious for the prisoners and the State, hygienic reasons being too subsidiary to the question of cost.

#### DISCIPLINE.

There is appended to the table showing the average number of inmates of the various prisons, columns giving the number (with sex) of persons punished, and the sum of punishments. From the returns on which these statements are based, the number of cases of punishment actually occurring during the year cannot be obtained. In the report of prisoners discharged during a given period, there is recorded against each name, "number of times punished," during the time of incarceration. Some terms of imprisonment may have extended into previous years, and an unusual number may have been discharged from some one of the prisons in the last twelve months.

We would by no means imply that the government of the best sort is indicated by the most numerous cases of discipline ;

on the contrary, the less frequently punishment is resorted to, provided, at the same time, means of prevention are employed, moral influence applied and patience exercised, the more efficacious is it likely to prove. In the workshop, especially, vigilance to check encroachment and irritating looks and gestures can often avert the necessity of punishment.

Solitary imprisonment, with a diet of bread and water, is the only penalty authorized by the statutes. By the legislature of 1873 (chapter 140) the following amendatory Act was passed: "No cell in any prison, jail or workhouse shall be used as a place for solitary imprisonment, unless it is properly ventilated and furnished with a sufficient amount of bedding to protect the inmate from any unnecessary injury to health." The design of this Act, beside its manifest humane intention (to prevent permanent injury as the result of undue hardship), is evidently that punishment should be, as nearly as possible, equal and the same in the various county prisons. There is, in fact, a very, considerable diversity. This, partly by necessity. Cells through which no current of air can be made to pass cannot be "properly ventilated." But there are differences in the appointments of these cells which it seems to the Commissioners might be remedied. In one "solitary" there was noticed a bed on a narrow iron frame attached to the wall in the manner common in prisons. In another, in which a young girl was incarcerated at the time, we found only a blanket on the stone floor. In a third, a pine board on the floor answered for bed and bedstead. We do not speak of the humanity or inhumanity of either mode of treatment, or express an opinion as to the need of inflicting suffering on refractory prisoners. But we would suggest the propriety of securing, by further legislation, equality of punishment and immunity on the part of the prisoner from unnecessary suffering or permanent injury. It is thought that the adoption of the district system which will hereafter be recommended, would have as one of its results the regulation of the punishment legally appointed for prisoners. Meantime, we venture to suggest the coöperation of the Board of Health with the Prison Commissioners, in an examination of cells used for punishment, with a view to the preparation of recommendations on this subject.

	1873.				1874.				
	Whole No. of Cells.	Cells for Women.	Average No. of Prisoners during Year.	Average No. of Women.	Average No. of Prisoners during year.	Average No. of Women.	PRISONERS PUNISHED.		No. of Punishments.
							Men.	Women.	
Barnstable Jail and House of Correction,	8 <sup>1</sup>	2 <sup>1</sup>	4.12	.43	3.94	1.29	1	—	1
Pittsfield " "	96	24	79.28	6.09	78.89	4.28	32	2	72
New Bedford Jail	1477	40	132.95	22.19	166.50	30.93	71	15	137
Taunton Jail,	64	8	3.35 <sup>6</sup>	—	39.50	3.26	13	—	15
Edgartown Jail,	24	—	.58	.09	2.25	.21	—	—	—
Lawrence Jail and House of Correction,	60 <sup>3</sup>	20 <sup>2</sup>	129.41	23.99	129.89	21.77	63	12	103
Ipswich House of Correction,	130	45	101.37	14.60	117	14.36	51	6	95
Newburyport Jail,	8 <sup>1</sup>	—	7.21	.65	10.74	.74	7	1	11
Salem Jail,	20 <sup>1</sup>	2 <sup>1</sup>	41.16	4.66	58.33	7.03	—	—	—
Greenfield Jail and House of Correction,	32	8	4.	.16	5.86	.25	—	—	—
Springfield " "	189	29	109.36	11.76	116.70	8.01	39	1	48
Northampton Jail	90	23	25.37	2.42	28.21	2.44	4	1	6
Cambridge " "	343 <sup>3</sup>	80	233.79	33.76	263	33.18	56	1	125
Lowell Jail,	84	15	53.	12.44	48.28	14.06	—	—	—
Nantucket Jail and House of Correction,	8 <sup>1</sup>	—	—	—	.05	—	—	—	—
Dedham " "	108	36	73.46	3.65	99	5.80	—	—	—
Plymouth " "	32	8	17.70	1.99	22.12	2.45	—	—	—
Boston Jail,	220	28	195.6	30.	174.49	24.60	—	—	—
Boston House of Correction,	472	182 <sup>4</sup>	465.65	79.28	550.78	65.15	124	19	476
Fitchburg Jail and House of Correction,	81	4	83.89	3.14	67.91	1.91	19	2	36
Worcester " "	194	42	— <sup>5</sup>	—	125.29	13.54	48	4	65
Total,	—	—	1,761.25	251.30	2,112.45	255.26	—	—	—

<sup>1</sup> Double. Sixty single cells are nearly complete.<sup>2</sup> Also one debtors' room and one privilege room.<sup>3</sup> Used only two and a quarter months in 1873.<sup>4</sup> Building in 1873.<sup>5</sup> Also, fourteen rooms.<sup>6</sup> Rooms.<sup>7</sup> Now appropriated to men, and the women lodged in a dormitory.

## MORAL AND RELIGIOUS AGENCIES.

"The unchanging truths of religion and morality, when taught in a worthy and striking manner, best fulfil the highest aims of instruction, and are richest in satisfactory results. Such instruction in prisons is, therefore, regarded as one of the most important means for the moral reformation of the prisoners." In Austria, Belgium, France, most of the German States, in Russia and Switzerland, chaplains and religious teachers are provided for prisoners of the various religions. In the chapter of the General Statutes "on jails, houses of correction," etc. (178), it is provided that the county commissioners may, in their discretion and at the expense of their county, provide moral and religious instruction for the prisoners confined in the jails and houses of correction of their respective counties.

In the Boston jail it is not deemed prudent to bring the prisoners together for public worship; but the labors of the chaplain, Rev. Mr. Cook, would seem to be abundant and effective. On Sunday, he visits the prisoners in their cells. During the week he is called on to perform the various services for which no regular provision is made, but which sometimes relieves the State of a public charge, and helps the individual to begin life anew; giving bonds for the good behavior of those who, there is encouragement to believe, will not forfeit them, and then, by attendance upon the courts, keeping himself informed of their subsequent career.

Miss S. P. Burnham is employed in a capacity somewhat similar. She reads to and converses with the youth and some of the older men in the prison, and, when it seems best, visits their homes. Having the full confidence of the prison officers, she is frequently intrusted with the charge of those for whose travelling expenses provision is made, that they may go to friends or a home. Helpful work for the female prisoners is done by other volunteer laborers.

*South Boston.*—There are two meetings of the prisoners for worship with preaching. The chaplain, Rev. Joseph H. Clinch, also visits the prison every afternoon, and has an interview with each prisoner about to be discharged.

*East Cambridge.*—Services, with preaching, at 8 A. M.; Sunday-school from 9 to 10. Rev. Mr. Johnson is chaplain. November 15th, the Secretary was present through the exercises. Close attention was paid to the exposition and earnest exhortation of the sermon; it was also very encouraging to see the corps of teachers evidently deeply interested in the welfare of the prisoners, and to witness and take part in the more informal services of the Sunday-school. This is voluntary; but, so far as was observed, all the men remained in the chapel. The school for the women, conducted by the matrons and volunteer teachers, is gathered in another room. The music is led by a choir selected from the prisoners. There were good voices, and careful practice was apparent. The organ was well played by one of the prisoners. The whole effect of such religious exercises can hardly fail to be beneficial to those susceptible of such influences.

*Dedham.*—The pastor of one of the churches is employed to hold one service on Sunday morning. This is followed by a men's Bible-class.

*Fitchburg.*—There is preaching each Sunday afternoon, but no Sunday-school.

*Ipswich.*—The music was mentioned by Dr. Hurd as an interesting feature of the Sunday services, and the labors of the chaplain and volunteer teachers described as earnest and profitable. Worship, with preaching, at 8 A. M.; Sunday-school from 9 to 10.

*Lowell and Lawrence.*—There is no chapel either at Lawrence or Lowell; but in each building the spacious and lofty guard-room is on Sunday furnished with seats, and the prisoners assembled. At Lawrence, the ordinary religious services, are from 9 to 10; the Sunday-school from 2 to 3. At Lowell, the prisoners come together only in the morning; but the chaplain, Rev. Mr. Howarth, spends the afternoon in visiting and conversing with them in their cells. He is also active during the week in furnishing them with reading matter,—surely a much-needed work in jail, where prisoners have nothing to do.

*New Bedford.*—Sunday services are held at 9 o'clock. The chaplain visits any prisoner that may desire to see him. Sometimes members of the Union for Good Works and the Young Men's Christian Association visit the prisoners, bring in papers for them, and read to them, on Sundays, and in the female department on stated week days.

*Northampton.*—Members of the Young Men's Christian Association have, for at least the last four years, regularly held divine service on Sunday afternoons in the pleasant chapel of the Northampton jail and house of correction.

The following is from Sheriff H. A. Longley, in answer to inquiries on the subject :—

“ During the past year we have been favored the first Sunday in each month with the services of Miss Caroline A. Yale, one of the teachers at the Deaf and Dumb Institute. The prisoners have shown a marked degree of interest in the religious teaching she has given them. Quite a large number have been in attendance from the town, who have seemed deeply interested in her appeals to the prisoners to lead a higher and better life.”

*Pittsfield.*—“ We have at present no paid chaplain, and no regular preaching service on the Sabbath, but a Sunday-school in the afternoon. From three to eight gentlemen from the different evangelical churches come at three each Sunday afternoon, and spend about an hour and a half; from forty minutes to an hour on the lesson for the day, and then all spend the balance of the time in singing. Sometimes the superintendent brings a clergyman or layman to give a short address. For some six or eight weeks there has been shown considerable religious interest among the prisoners. There is certainly a change in the apparent thoughtfulness of the men.”

*Plymouth and Salem.*—At the Plymouth jail and house of correction, and Salem jail, there is regular preaching, but no Sunday-school.

*Springfield.*—The Secretary has during the year been present at the services of two Sundays in the Springfield jail and house of correction. The services are preaching in the chapel, at which the presence of all is required, and Sunday-

school in the afternoon, attendance upon which is optional. For this meeting, the hall on the men's side is furnished with seats and a table, adorned with an illuminated scripture motto placed in the centre. The hymns had been selected by the prisoners and passed to the chaplain. Among the teachers present were those who had year after year assisted in sustaining the school. The lessons were followed by addresses, interspersed with singing. There had evidently been careful preparation on the part of the chaplain for all the services, which were very interesting.

A few friends, with a member of Advisory Board of this Commission, have for nine years sustained a Sunday-school for the women of this prison.

*Taunton.*—The chapel in Taunton jail was furnished last autumn. It is over the large guard-room; its shape and proportions are good, and its height sufficient to accommodate a gallery for women. The Christian emblems are fittingly represented in the ornamental woodwork. Services were first held here November 8, and the desk is regularly supplied at half-past four each Sunday afternoon, by resident ministers. Their choirs accompany them. These services have evidently been much enjoyed, and can hardly fail to do good. The mark of kind interest shown by those who endeavor to assist them to worship, is calculated to touch the hearts of the prisoners.

*Worcester.*—"Rev. C. H. Lamson preaches Sunday P. M., at 4.15. In the morning there is a Sabbath-school of one hour. Mr. Geo. H. Kendall is superintendent, with from fifteen to twenty teachers. We have a cabinet-organ in the chapel."

We have thus described in detail the hours spent in public religious exercises by the inmates of our county prisons, because they seem to us to be of the very first importance in the influence for good they may exert. The statute provision in this department is ample, and evidently contemplates suitable appropriations by county commissioners. But when it is stated that, Boston jail and the South Boston house of



correction excepted, the salaries of chaplains range from three hundred dollars at Springfield to seventy-five at Plymouth, it will be seen that it is very sparingly used. The services rendered in any given institution *may* be worth less than the last-named sum. In case duties are thus perfunctorily performed, a change should be made, and a chaplain be sought who will at least attempt to do the work that lies open to him. It is our impression, however, that there is a great deal of faithful labor performed which is most inadequately paid; and the effect of such evident want of appreciation is to discourage the laborer. To the volunteers who work in Sunday-school, we would gladly render suitable acknowledgment of thanks. Their self-sacrifice certainly demands our respect.

We desire to recognize the good works of the Young Men's Christian Association, and of all who, by combined effort or individually, have helped to make profitable and happy the Sunday hours of prisoners.

It is desirable that the hours for public worship and for Sunday-school be separated by considerable intervals, one being in the morning and the other in the afternoon. This arrangement helps to enliven the day, which is made wearisome by long seasons of solitude.

In prisons where a Sunday-school is not practicable, a Bible-class may be sustained, as has been done for many years in the Dedham jail and house of correction by one of the ladies of the Advisory Board of the Commission.

We are happy to state that during the year the commissioners of Essex County have purchased a new cabinet-organ for the Ipswich house of correction, and one for Salem jail, and the commissioners of Middlesex County, one for the East Cambridge prison. The impressiveness of religious services in prisons is greatly promoted by the instrumental music thus furnished. The chapel at Springfield is now the only one in our larger prisons which is not provided with this aid to public worship.

#### ADDITIONS TO PRISON LIBRARIES DURING THE YEAR.

*Pittsfield.*—"Eighty volumes. Whole number in library, 474. The books are eagerly sought for and read."

*Taunton.*—Fifty volumes, the beginning of a library ; “ by many of the prisoners highly valued.”

*Lawrence.*—One hundred and sixty-five volumes.

*Ipswich.*—One hundred volumes.

*Springfield.*—Thirty volumes. “ About thirty of the men are subscribers to the public library, paying one dollar a year, the chaplain, Rev. W. Rice, who is also librarian, assisting them in exchanging books. History, biography and travels are mostly sought.”

*Northampton.*—“ There have been additions to our library. We have books enough, but they are not of the kind that will interest the class we have here.”—In the reports on scholastic education to the penitentiary congress held in London, 1872, there are such items as these : Austria.—“ Preference is generally given to tales, travels and biographical sketches. Only prisoners of some education ask for books of a higher standard.” France.—“ The prisoners read with special pleasure, books of history, voyages, novels and narratives which have touches of the marvellous, of elevated sentiment and of renowned action.” Baden.—“ Educated prisoners prefer descriptions of voyages, biographies and technical books ; those less educated prefer stories.” Italy.—“ The greater part of the books selected are novels or romances, of course always of an unimpeachable moral tendency.”

*Dedham.*—This library is kept fresh by yearly additions. The county commissioners place the selection of books in the hands of one of our Advisory Board, and cheerfully pay the bills.

*Boston.* (House of Correction).—“ Three hundred new and interesting books have been added to the library.”

Some important prisons are conspicuously absent from this list. “ Suitable reading exercises a beneficial influence ; it instructs and relaxes the prisoners’ minds, and thus aids their reformation ; it favors discipline by removing the feeling of *ennui* and the tendency to disorder.”

## SCHOOLS.

In 1873, a regulation was prepared by the Prison Commission, directing that in every jail and house of correction in the Commonwealth, except certain smaller designated prisons, a school should be established and maintained for six hours every week. The regulation failed to obtain the executive approval. We are happy to state, however, that a school was commenced that year in Lowell jail and has, with temporary interruptions, been continued to date. Desks were purchased by the county commissioners and placed in the corridor; a thoroughly competent teacher, a prisoner, willingly gives his services. Sometimes there are two classes, of six each; sometimes only one. A considerable number have learned to write well.

*Lawrence.*—"There was an evening school four nights each week until April 1. It was discontinued on account of building, the only room we had for the school being occupied. As soon as the new wing is ready for occupancy, it is intended to resume the school."

*South Boston.*—November 13: Found one of the work-rooms furnished and used as a school-room. An officer of the prison was in charge of the apartment. The instructors were sentenced men. The appearance of the school was good. Of the seventy-four men and youth belonging to the shop (being out of work), forty-eight were, of their own choice, in attendance upon the school. ■

With congratulations to those whose beneficent efforts have been richly rewarded, we mention a successful experiment in another institution in order to show what *may* be done:—

December 21: The Secretary attended upon the examination exercises in the state prison. They were in reading, geography, arithmetic, declamation and original composition, and were very satisfactory. The scholars in this room are those of the highest of four grades or classes. Two large rooms, former workshops, are occupied. An officer, in the usual elevated position, is in charge of each room. The

instructors are selected from among the convicts. Chaplain Speare has the general supervision of the whole.

After the conclusion of the recitations, Warden Chamberlain informed the visitors present of the origin of the school (four months previously, at a time when many of the men were unemployed) and its progress. He spoke of the good effect on the men, of this practical indication of the desire on the part of the State to benefit them. He stated that the instructors, chosen on account of their attainments and general fitness, were both respected and loved by the scholars. He expressed the hope that the State would adopt systematic instruction as part of the regular prison course.

In conversation, the chaplain spoke of the moral effect which had been produced. One of the men said to him: "We feel like brothers here. We don't want to quarrel as we used to in the shop. We should be ashamed of that."

The number in the school is one hundred. The simplicity and easy working of the plan adopted, especially commend it to our approval. Our suggestion for the larger houses of correction is in accordance with the hope expressed by the warden in behalf of the state prison.

#### LABOR.

Persons committed to a house of correction are sentenced to labor. This is part of the punishment, but is relied on also as a reformatory influence. "Labor in prisons, that is, useful and productive labor, is now considered to be beneficent with reference to discipline, health, occupation of mind, and reformation, and its necessity for these purposes is almost the only uncontested principle of prison administration."\* Unlike most discipline, this is usually desired by the prisoner. Where the jail and house of correction are united, and the privilege of working in the shop is offered to those awaiting trial, the offer is very generally, almost universally, accepted. The majority of men find enforced idleness irksome. Stated labor is one of the most essential among the instrumentalities by which the criminal is prepared to return to society. The whole machinery of justice designed to produce reformation, depends for its perfect working on this as an element.

\* E. L. Pierce.

Some of the smaller houses of correction are such only in name; since, from lack of numbers, no systematic labor can be carried on. These, which will hereafter be designated, should be discontinued. On the part of larger prisons, nothing short of impossibility should be received as an excuse for not furnishing employment to persons sentenced to labor.

September 19: The Secretary found in the house of correction at Pittsfield, sixty-seven men and six women. Of these prisoners four were serving out sentences of five years, three those of four, four those of three, five those of two years, and six those of one. Yet there had been no regular work since the first of May. Meantime one of our Board had twice visited the prison, deeply impressed with the importance of a change in the condition of things, but without result. The Secretary ascertained from one of the overseers of the prison that the board were considering a conditional offer which had been made for the labor of the prison, and left with the hope that the workshop would soon be occupied. At the date of this Report, however, no arrangement had been effected.

Northampton House of Correction, August 19: Prisoners, nineteen men and three women. The contract for the prison labor had been brought to a close in January. Here, however, the desire to answer the requirement in the sentences of prisoners committed to their charge was apparent, in the effort made by the overseers and master to furnish them with employment. In the shop, under the charge of the turnkey, six were at work picking over hair, a job taken from an upholsterer; also, a tailor and a shoemaker at their respective trades. Four were engaged in the garden and general work. Thus, twelve out of the nineteen were employed. Early in September regular work in basket-making was obtained.

At Springfield, July 27, and August 30, was found quite a different state of things. Here the same contractor has for a term of years employed (in making carpet slippers) all the labor of the prison, paying twelve dollars a quarter for each prisoner, allowing out of those contracted for, three men and three women for general work. It is a question whether the county ought to be satisfied with the price. But there is

steadiness of employment, also good business management, and, it should be added, kindness on the part of the contractor; Mr. Smith, with a regularity which makes it a matter of expectation on the part of the prisoners, paying those who have served out a long sentence with good conduct and faithful work, sums varying from five to twenty-five dollars.

The work of the two houses of correction in Worcester County is done for the county. Frames and cane are furnished, and there is paid for seating and binding chairs, "office seats," twelve cents, and for others various prices ranging from five to thirty-five cents. But it is to be observed that the pay is by the piece (an arrangement similar to that which is made with private parties), and there is no contract for the labor of the prisoners at so much a day. July 28: Found fifty-six men at work in the light and well-ventilated workshop. The men work by stints, being paid at their discharge all they earn over the prescribed day's work, at the same rates as the prison receives. A letter from Mr. Hare, dated October 30, says: "Fifteen dollars is the highest we have paid any one for overwork, but we have several here that have earned from thirty to forty dollars, whose terms have not yet expired."

At Fitchburg the management of prison labor is the same as at Worcester, and there is the same allowance made for overwork.

The labor of the houses of correction in the other counties, except Bristol and Middlesex, so far as it is employed in shopwork, is contracted for at so much per day, either for the entire male labor of the prison, or for that of those selected by the contractor.

At Dedham, August 4: "Mr. Buffum, of Lynn, contracts for the labor of all the men not engaged in prison work, paying thirty-four cents a day per man." The work is making cloth gaiter-boots.

It should be added that the contract mentioned above expired with the year covered by this Report. Mr. Buffum declined to renew the contract. Rather than have the men (a very large proportion of whom are young and able-bodied) left without work, a temporary arrangement was made with him to employ them without pay. It is hoped, of

course, that with the approach of spring the labor of the prison may become remunerative.

Plymouth, August 7 : Mr. Glover contracts for the labor of such men as he can profitably employ. The work is making boot-heels. Six able-bodied men were idle on the date named, and there was no work for them. For this reason, three of those longer sentenced were removed, by order of the Commissioners, to the New Bedford house of correction.\*

In Barnstable and Nantucket counties there are too few inmates to warrant the employment of an overseer. Those sentenced to labor have, of late years, been sent to New Bedford.

There is no stated work in the house of correction at Greenfield. Those sentenced to labor by the court held last August, were committed to the Springfield prison.

Lawrence, November 6 : The male labor of the prison has been let at 23 cents a day. Now only a few men are employed, and that at 20 cents.

Number at work in the shop that day, . . . . .	25
“ “ “ outside, . . . . .	15
“ “ “ inside, . . . . .	4
Total, . . . . .	<hr/> 44

The whole number of men in the house of correction is 110.

East Cambridge : The labor of this house of correction has been done for the last thirteen years entirely *for the county*. It would be interesting to point out the results, as affecting the discipline, the administration, and the general tone of the prison, which have followed the change from the contract system made in 1861, to show the advantage of being rid of the influence of contractors, and the *quasi* irresponsible authority exercised by their overseers. It is sufficient, however, in the present connection, to say that the work has gone on without the interruptions incident to contracts. In ordinary times, orders for the brushes made have kept even pace with their manufacture, and even now, at the close of the year, there is a fair demand, and no greatly excessive supply on hand.

\* At the close of the year all the men were at work.

## South Boston House of Correction, November 13 :

Number of men, . . . . .	505
“ at work on contract (making slippers), . . .	46
“ “ “ for the county (making overalls), . . .	204
“ “ “ on the grounds, . . . . .	40
	<hr/>
	290

It is to be remarked, that the work on the job of machine-sewing was sufficient for only a week beyond the date mentioned, when more than half of the inmates would be, so far as was then known, out of employment. The board of directors were, however, making vigorous efforts to obtain a fresh supply.

New Bedford, November 12 : “The labor done in this institution is for the county. The purchases of material and the sale of goods are made under the direction of the county commissioners. The only goods manufactured are boots, shoes and baskets. The inmates who perform the labor are under instructors who are officers of the prison. The sales are generally made by orders from Boston, Providence, New York, Baltimore and New Bedford. The number employed in the shoe-shop is, at this time, 47 ; in the basket-shop, 42. The condition of the times has lessened the price of our goods, especially in the shoe department. CHARLES D. BURT, Master.”

Data are not furnished by the prison returns from which we could draw the number of prisoners in houses of correction unemployed at any given time. That the number through the year has been very large, is evident. This is owing, in considerable part, to the general depression of business. But, we see reason to ascribe it, in some measure, to negligence on the part of county commissioners and overseers of prisons. That the matter might be more fully under their control, we would be glad to see the prison labor employed directly by those under whose authority it is legally placed. The mode or system adopted is, however, of secondary importance. Justice to the prisoner demands of the State that she shall give to those who are incarcerated for the safety of society, occupation for those powers which, unemployed, plague the pos-



sector, or, improperly used, work only continuous injury to themselves and cumulative evil.

We recommend that those officers on whom is imposed by statute the duty of employing prisoners, be required, except when it is absolutely impracticable, to furnish work to all able-bodied persons sentenced to labor.

#### DISTRICT SYSTEM.

In the report of the Prison Commission for the year 1873, there were set forth the imperfections of the present system, and a substitute recommended, which was thus described, p. 29 :

“ Group the counties, for house of correction purposes, into seven districts. In each district have a house of correction for the punishment of the severer crimes, and a workhouse for habitual drunkards and vagrants. Let each house of correction, except the one at South Boston, be a jail, and each workhouse a jail. In each of the counties, where there is neither a house of correction nor workhouse, retain one, and only one, jail, to be used simply for purposes of detention. Let the sheriffs have the custody, rule and charge of all jails, where they are separate from houses of correction and workhouses, and where the jails are parts of houses of correction and workhouses, the sheriff to commit the prisoner to the charge of the master of the workhouse or house of correction, with suitable provisions for his retaking jail prisoners into his own custody.”

The governor, in his address of that year, introduced the subject to the legislature, dwelling on the evident need of a change, and bespeaking for the plan proposed, candid attention.

The committee on prisons, to whom the executive recommendation was referred, reported, in House Document No. 164, and said : “ It is our belief that the State, for her own protection, and in behalf of the reputation she always strives to maintain, will finally be driven to a thorough reorganization and classification of her county penal institutions.”

Last winter, the deep interest of the friends of prison reform centred so exclusively on the establishment of the prison for women, that this scarcely less needful change was not pressed upon the notice of the legislature. Meanwhile, the need of reorganization of prison districts has become

more manifest, more urgent. "I have for some time been convinced," said a prominent citizen of Franklin County, "that the prison establishment at Greenfield is needless." The courts recognize this fact, and direct the sentences of prisoners convicted at Greenfield, to be served out at Springfield. The house of correction is a prison almost without prisoners. In other counties that might be named, emigration has wrought such changes, that a small jail or lock-up, for the detention of prisoners awaiting trial, would amply meet the requirements of each. An adaptation of our prison system to the circumstances, as they now exist, would seem to be then the part of wisdom.

Our convictions in favor of the district system, with its twofold provisions, for the punishment of the severer crimes in the house of correction, and the removal from temptation of those committed for lighter offences in the workhouse, have been strengthened by experience and observation. We recommend this system to your favorable consideration, on the ground of economy, justice and reform.

1. *Economy*.—The cost of a prisoner for the past year, has been, at Barnstable, \$6.15; at Cambridge, 87 cents. This is, in each case, "cost of labor deducted." But, in Barnstable, there is no labor to deduct. From the nature of the case, no remunerative work can be carried on in so small a prison. But the possible *offset* to the expense of keeping a prisoner, is thus brought to our notice. It is, of course, money-producing labor. That operatives must be congregated for the successful prosecution of any manufacturing industry, need not be argued. But it must also be classified. The natural classification of the workmen we have under consideration, is into long-sentenced and short-sentenced prisoners. The relative value of the labor of the two classes, in the estimation of at least one contractor, may be seen from the offer made last August, to the overseers of the Berkshire house of correction for the labor of the prison; viz., twenty-six cents to those sentenced to six or more months' imprisonment, ten for those having sentences of less than six months. The reason of the difference is evident. The short term expires before the prisoner becomes a skilful workman, while the labor of one having had six months' practice, is of greatly increased

value. But, in our houses of correction the two classes are joined together, reducing the average, and bringing the working value of all nearly to the level of the short terms. Why thus cheapen labor? We claim that, with the proposed division of prisoners, the houses of correction might easily be made self-supporting, or a source of revenue. Meanwhile, each prisoner would acquire a trade, and go forth with the means of self-support and encouragement to honesty. The workhouses, with their vagrants and shirks, would not be self-supporting, but their inmates having work given them suited to their capacity, would earn more than they can in a house of correction.

2. *Justice.*—The reorganization we propose would produce unity and uniformity. A system one and the same would be introduced into the management of all the prisons in each class. The same punishment would be inflicted; not unequal and dissimilar, as is now the case. The same privileges would be accorded to all, and the favoritism with which a certain class of prisoners have been and are treated, would cease. In a word, we should expect the advantages which in every department of life ensue from the introduction of order, unity, system.

3. *Reform.*—The reformation of the criminal is, in the light of religion, the aim and object of punishment. Those whom we have spoken of as short-sentenced prisoners are committed for only a brief period, *because it would be manifestly unjust to subject them for a long time to the same punishment that the more hardened criminals endure.* They are generally persons described in the twenty-eighth section of the one hundred and sixty-fifth chapter of the statutes. Of the classes named in that section, "common drunkards" are the most numerous. A magistrate, in pronouncing the stereotype sentence of thirty days on an offender of this description, can hardly resist the impression, "he will be before me again soon after the term expires," and must realize the need of a place of confinement the restraint of which shall be wholesome, the discipline mild, and the influences reformatory. Instead of ten sentences of thirty days each, which he will probably have to pass on this offender, there should be one of three hundred days, the result of which might be his reformation.

The master of the house of correction at Springfield (which prison receives a very large number of these offenders), expressed to the Secretary his conviction of the need for them of an institution different from a house of correction,—one in which the work might be simpler and more varied, including some branches of farm-labor. He felt that they were out of place in a prison like his, but might be benefited in one adapted to their needs.

We have only to add that the necessity of the district workhouse as a complement to the district house of correction appears to us urgent. We submit that the system which shall include them both is worthy your serious consideration.

The actual saving to the State in a department, the expenses of which are very large, justice to the prisoner in securing impartiality, and finally (the highest consideration that can be presented to a legislative body), the greatly increased possibility of reform and restoration to virtue, unite as arguments in support of the reorganization of the penal system of the Commonwealth.

#### REFORMATORY PRISON FOR WOMEN.

The necessity of work for men has been already considered. The need of systematic labor for women is less only in degree.

At the South Boston house of correction last autumn, while a large job of shop-work was being done and the men were running the sewing-machines, the Secretary found the women engaged in sewing on buttons and finishing the overalls. Mrs. Young, matron in charge of the work-room, said, "When work is very scarce we let the men have it, because it is harder for a man to be idle than a woman." In this remark a kindly appreciation was shown of the wretchedness which enforced idleness brings to able-bodied men. But for women as well, labor regulated by system, and not mere drudgery, is an important agency in giving happiness at once, and promoting reformation.

The prison for women was established primarily to effect a suitable and proper classification of prisoners; but also that, through instruction in various branches of labor, habits of

industry might be cultivated, and its inmates go forth inspired by self-respect and prepared to be useful members of society.

The thought of a prison-home in which reformation shall be deemed possible, and over which faith, hope, and love shall preside, has long been entertained by advanced philanthropic minds; but it has received a fresh glow in the last two or three years, and has been earnestly and effectively presented to the community. To the rejoicing of many hearts, the thought has become fact to the extent of the establishment by the last legislature of a prison for women whose purpose and aims are described by its name, "reformatory."

Our action to date, under this legislation, may be learned from the following report, signed by the Commissioners :

*To His Excellency the Governor, and the Honorable Council :*

By the Act to establish a Reformatory Prison for Women, chap. 385, of the year 1874, the Prison Commissioners were authorized to select and determine a plan, to purchase an eligible site, and to cause to be erected thereon a suitable prison for a reformatory prison for women convicts, with accommodations for five hundred prisoners, etc. Sect. 2, of said Act, directs that the commissioners shall make an accurate report of the amount of their expenditure and all their doings under the first section of this Act, at least once every three months during the time of the work.

We respectfully report that, immediately after the passage of the Act (approved June 30, 1874), proposals were advertised for a site; and, after a careful and impartial investigation of the whole subject, there was selected by the unanimous vote of the Commissioners, with the full concurrence of the Advisory Board, a lot of thirty acres of land on the farm of A. & T. Hunt, in the town of Sherborn, near the South Framingham station on the Boston & Albany Railroad; that the state board of health fully concurred with the Commissioners in recommending it as a site for the reformatory prison, and that the governor and council approved the choice of the Commissioners.

A great deal of time and attention has necessarily been devoted to the selecting and determining upon a plan which should meet the requirements of the law, and at the same time be in accord with the views of those philanthropic persons who have spent so many years in educating public opinion up to the needs of prison reform.

The appropriation was limited to three hundred thousand dollars,

while accommodations were to be furnished for five hundred prisoners; and the Commissioners, as well as the architects, have found it no easy matter to secure a substantial, convenient and desirable building within the appropriation. Plans are now, however, before the governor and council for approval, and the Commissioners hoped before the close of the year, to be able to report that proposals and specifications had been issued to verify the opinions of the architects as regards the estimates. As soon as practicable after the decision of the executive and the honorable council, we hope to make such progress as will secure the commencement of the work of building at the very opening of the spring.

JANUARY 1, 1875.

EXPENSES INCURRED.

Pay and expenses of Commissioners, . . .	\$754 82
Advertising, . . . . .	36 00
Architects, as by their bills presented, . . .	2,000 00
Engineer, . . . . .	97 25
	<hr/>
	\$2,888 07

We have thus set forth our year's work and the incidents connected with it. With the suggestions which it is made our province to offer, we have been naturally led to speak of neglect of duty on the part of prison officers. We are happy to say in closing, that there has been improvement in the administration of the prisons, observable especially by those who have been longest on the Commission. It had doubtless been previously going on along with the progress of the age. As promotive of this advance, we venture to recommend through the legislature to county officers (an idea not original with us, but suggested by a most intelligent prison officer), the more frequent meeting and conference on the part of keepers and masters. Interchange of ideas would certainly yield a rich return in the improved plans and modes, and the quickened thought contributed to the management of the prisons.

S. W. BOWLES,  
H. W. B. WIGHTMAN,  
JOSEPH BURNETT,  
THOS. D. HOWARD, *Sec'y*,  
*Prison Commissioners.*

	1873.				1874.			
	No. of Prisoners for a Year.	Cost of a Pris- oner for a Year.	Cost of a Pris- oner for a Year.	Labor deducted. Cost of a Pris- oner for a Week.	No. of Prisoners for a Year.	Cost of a Pris- oner for a Year.	Cost of a Pris- oner for a Year.	Labor deducted. Cost of a Pris- oner for a Week.
Edgartown Jail, . . . . .	0 58	\$642 53	-	\$12 35	2 25	\$268 11	\$5 16	
Nantucket Jail and House of Correction, . . . . .	-	130 30 <sup>1</sup>	-	-	.05	137 95	-	
Barnstable Jail, . . . . .	4.12	298 83	-	5 76	3.95	321 23	6 18	
Newburyport Jail, . . . . .	7.21	240 60	-	4 62	10.	235 35	4 52	
Greenfield Jail and House of Correction, . . . . .	4.	459 07	-	8 82	5.86	319 45	6 15	
Plymouth Jail and House of Correction, . . . . .	16.70	375 23	-	7 21	22.12	309 09	5 64	
Northampton Jail and House of Correction, . . . . .	26.37	494 24	\$431 88	8 30	28.21	244 13	4 25	
Salem Jail, . . . . .	47.16	165 65	-	3 18	58.33	157 26	3 02	
Lowell Jail, . . . . .	53.	137 52	-	2 64	48.28	140 34	2 70	
Pittsfield Jail and House of Correction, . . . . .	79.28	166 62	102 57	1 97	78.89	151 99	1 90	
Fitchburg Jail and House of Correction, . . . . .	82.89	190 79	110 39	2 12	67.91	251 91	3 34	
Dedham Jail and House of Correction, . . . . .	73.46	212 50	163 66	3 14	91.51	175 35	2 30	
Ipswich House of Correction, . . . . .	101.87	156 58	114 09	2 19	115.27	136 18	1 89	
Springfield Jail and House of Correction, . . . . .	109.36	130 21	92 94	1 78	116.70	130 59	1 71	
Lawrence Jail and House of Correction, . . . . .	129.41	113 32	84 10	1 61	123.89	152 65	2 41	
New Bedford Jail and House of Correction, . . . . .	144.12	217 88	152 50	2 93	166.50	198 03	3 30	
Worcester Jail and House of Correction, . . . . .	102.43	181 42	119 04	2 29	125.29	216 17	3 53	
Boston Jail, . . . . .	195.60	125 96	-	2 42	174.49	136 39	2 62	
Cambridge Jail and House of Correction, . . . . .	241.06	130 01	54 55	1 05	286.68	110 23	87	
Boston House of Correction, . . . . .	465.65	199 49	20 18	39	550.78	197 65	1 74	
Taunton, <sup>2</sup> . . . . .	3.35	299 09	-	5 75	39.50	256 38	4 93	

<sup>1</sup> Surplus over cost.<sup>2</sup> Used only two and a quarter months in 1873.

In the table on the preceding page, "Nantucket" is not carried out. If it were, the sum of \$2,759 would represent the cost of a prisoner for the entire year. This, of course, would be wide of the truth. The keeper receives a moderate compensation for the care of the old building, and payment by the week for the board of prisoners. But the very infrequent occasion on that island for a jail and house of correction, may stand as a reason for a change from our present prison system. It is clearly unnecessary to maintain a prison for a year, to be used only one-twentieth part of that time.









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